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# Non-Governmental Organizations and Natural Resource Management in Africa

## A Compendium of Interventions

T.R. Ramanathan

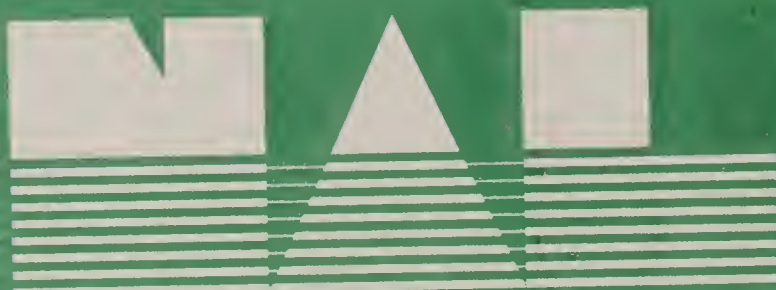
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NONGOVERNMENTAL ORGANIZATIONS  
IN NATURAL RESOURCE MANAGEMENT IN  
CAMEROON: AFRICAN NGOS ENVIRONMENT  
NETWORK: AN INSTITUTIONAL INNOVATION  
VOLUNTARY INITIATIVES: ENHANCING THE  
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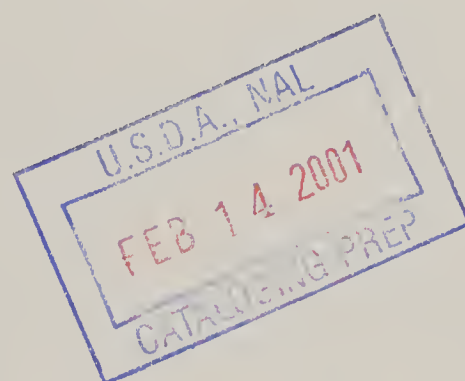


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**Non-Governmental Organizations and Natural Resource Management  
in Africa: A Compendium of Interventions**

**T.R. Ramanathan**



**Forestry Support Program**



**United States  
Department of  
Agriculture**

**Forest Service**



**United States Agency  
for International  
Development**



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Department of  
Agriculture**

**Office of  
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### Author's Preface

In recent times, there has been a growing recognition that non-governmental organizations (NGOs) have an important contribution to make to the pursuit of sustainable environmental and natural resource management in developing countries. In fact, the expanding roles and the scale of involvement of these organizations in environment-related programs are reflected in the legislation governing United States' foreign assistance.

In responding to Congressional and other interests, over the past several years the U.S. Agency for International Development (USAID) has developed a variety of modes to cooperate with non-governmental organizations engaged in natural resource management efforts. Such cooperation has brought with it several achievements and some failures and, most importantly, present official climate seems to be conducive to more successes in the years to come. While the interest in cooperation between both parties continues to grow, this study, for the first time, brings together the results of a decade of cooperation between USAID and NGOs in African natural resource management. In so doing, USAID-supported natural resource management projects in Africa involving NGOs have been identified via database searches and their outcomes discussed. In order to provide a broader context for these projects, it was essential to highlight the cooperation among NGOs and other development players, such as multilateral development agencies, other bilateral donors and African governments, in natural resource management in Africa. This compendium of interventions will form the bedrock for preparing lessons learned from USAID's cooperation with NGOs over the last decade and for recommending suitable strategies to USAID for improving African natural resource management practices in conjunction with NGOs.

Accordingly, this study is divided into three parts. First, the overview section sets out to show the overall trend in donors' support to NGOs for natural resource management activities in Africa. Second, Appendix A provides summary descriptions of 20 USAID-supported natural resource management projects in Africa that involve NGOs. Apart from these 20 projects, in Appendix B are lists of food-assisted natural resource projects in Africa implemented by NGOs.

I wish to extend my sincere gratitude to William Helin, Peace Corps/NGO Coordinator of the USDA Forest Service's Forestry Support Program, without whose guidance this undertaking would not have been possible. I am also grateful to Steve Anderson, David Hohl and Gretchen Merrill of the USDA Forest Service who completed the groundwork, including the database searches which identified relevant USAID projects, and provided initial discussion points on which this study is largely based. Timothy Resch, Tropical Forestry and Biological Diversity Advisor to the Africa Bureau of USAID, not only provided valuable comments on the draft report but helped to obtain the necessary background literature, for which I am most thankful to him. Finally, I wish to express my profound appreciation to Jonathan Hawley, an international development consultant, and to R.A. Harrold, U.S. Department of Education, for their willingness to serve as external readers and for their editorial comments which were critical to improving the presentation of this study.

T.R. Ramanathan  
Forestry Support Program





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## OVERVIEW

NONGOVERNMENTAL ORGANIZATIONS  
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## *1. INTRODUCTION*

The prime objective of this study is to illuminate a decade of cooperation between the U.S. Agency for International Development (USAID) and non-governmental organizations (NGOs) in implementing natural resource management interventions in Africa. For the purposes of this study, the term non-governmental organization is used broadly to include private voluntary organizations in the United States.

The last decade witnessed a significant increase in USAID's funding for, and cooperation with, NGOs undertaking natural resource management activities throughout the developing world, especially in Africa. An underlying reason for the increased support to NGOs involved in African development can be attributed to the growing recognition that "Africa cannot pull itself out of the planet's most serious ecological and economic crisis without help."<sup>1</sup> This predication has also inspired official aid agencies and African governments to endorse the pivotal role that NGOs play in helping alleviate poverty and in stabilizing the debilitating environment throughout the continent.

In 1983, the U.S. Congress amended the Foreign Assistance Act to include Section 119, titled Endangered Species. The amendment gave USAID the necessary impetus for its involvement in efforts to conserve biological diversity in Africa. This section was again amended in 1986 and states that "...the preservation of animal and plant species through the regulation of hunting and trade in endangered species, through limitations on the pollution of natural ecosystems, and through the protection of wildlife habitats should be an important objective of the United States development assistance."<sup>2</sup> Section 119 also adds that "Whenever feasible, the objectives of this section shall be accomplished through

projects managed by appropriate private and voluntary organizations, or international, regional, or national nongovernmental organizations, which are active in the region or country where the project is located."<sup>3</sup>

There is a growing body of literature which suggests that NGOs are an important institutional medium for promoting environmentally sound development in developing countries. Donors often have, however, experienced that appropriate technologies and approaches, which resulted from innovations by NGOs at the grassroots level, have not been shared with the larger development community. Incidentally, those technologies and approaches that may have had viability and replicability became either disparate or unlinked to other development efforts. Thus, opportunities for adoption and impact on a wider scale have been lost. The lack of adequate resources, combined with the absence of a spatial arrangement for information sharing and collaboration among and between NGOs and other development players, are two limiting factors, amongst others.

To address this situation, over the past year, the Africa Bureau of USAID has embarked on an extensive analysis to assess its effectiveness in working with NGOs involved in African natural resource management. The analysis has been examining ways to strengthen the relationship between USAID and NGOs, so that they can jointly enhance the effectiveness and impact of natural resource projects in Africa. The Forestry Support Program of the Office of International Forestry at the U.S. Department of Agriculture's Forest Service has been implementing the analysis for the Africa Bureau.

As one part of the Bureau's analysis, this study intends to form the basis for drawing lessons learned from USAID's cooperation with NGOs over the last decade, particularly in the

field of natural resource management. To accomplish this objective, projects supported by USAID have been identified and discussed. At the same time, to provide a broader context for these projects, it was essential to highlight those efforts of other development players, such as multilateral development agencies, African governments and where possible, bilateral donors, that have involved NGOs in natural resource management in Africa. Such a compendium of interventions will serve as a foundation for preparing lessons learned and recommending suitable strategies to USAID for improving African natural resource management practices in cooperation with NGOs.

Against that backdrop, this study is organized into three parts. First, this overview section evinces the overall trend in donors' support to NGOs for natural resource management interventions. In so doing, significant operational aspects of cooperation between USAID and NGOs, and among NGOs and other development players such as multilateral development agencies, bilateral donors and African governments have been portrayed. The operational aspects of cooperation have been explained using concrete examples of natural resource management projects from Africa. Second, Appendix A specifically summarizes the outcomes of 20 USAID-financed natural resource management projects in Africa involving NGOs, which were identified by this study through database searches. The overview section and the summary descriptions of these 20 projects are together expected to form the mainstay for developing lessons learned from USAID's cooperation with NGOs. Separate from these projects, in Appendix B, are lists of food-assisted natural resource projects in Africa implemented by NGOs.

## 2. STUDY METHODOLOGY

The information presented in this study is the result of both rigorous literature research and extensive searches conducted on USAID's database record system available at the U.S.-based Environment and Natural Resources Information Center of DATEX, Inc., and at the Center for Development Information and Evaluation of USAID. Initially, elaborate searches of the database record system were undertaken to identify natural resource projects implemented in Africa over the past decade, using descriptors such as "natural resource management." The searches captured a total of 60 projects. These projects encompassed both exclusive natural resource management projects and other development projects with a natural resource management component.

All of these 60 projects were again searched for NGO involvement, using descriptors such as "private voluntary organizations." During this process, it was found that USAID's database record system was using the term private voluntary organization in broad parameters to include private contractors and consulting firms, along with organizations that can be considered as "NGOs" in a classical sense. To give an example, the database record has attached the special interest code "PVU" (which stands for a private voluntary organization registered in the United States, but not necessarily with USAID) to the Watershed and Applied Research Development (655-0017) project in Cape Verde; a perusal of the project abstract provided in the same database record revealed that there was no mention of the involvement of any U.S. private voluntary organization. However, the author's familiarity with this project brought to light the fact that it was implemented by the U.S.-based consulting firm, Sheladia Associates, Inc.



Because of this shortcoming, the best alternative to confirm the involvement of NGOs in each one of these 60 projects was by carefully examining every project abstract. Following this method, a total of 20 projects were shortlisted for inclusion in Appendix A. By and large, these 20 projects only represent a segment of USAID's cooperative endeavors with NGOs active in the environmental sector.<sup>4</sup> As an example, none of the food-assisted natural resource projects implemented by NGOs listed in Appendix B appeared during the database record searches. Therefore, it can be presumed that this study only represents a fraction of the manifold environmental activities that USAID undertakes in cooperation with NGOs.

The next step of this process involved a separate search on the database record system to identify project documents relevant to these 20 projects (such as project papers, project evaluation reports, project evaluation summaries and special studies). Hard copies of project documents were then obtained from USAID's Document and Information Handling Facility and were used in preparing summary descriptions of these 20 projects.

In some instances, necessary documents such as evaluation reports were not available for certain projects because they are either new or because evaluations are not scheduled to take place until later. In those circumstances, the project papers served as the primary source of information for summary descriptions. At the same time, there were a few other projects that were amended after their commencement. Documents pertaining to some of these amendments were inaccessible due to various reasons; thus, updated information concerning the budget or scope of work for those amended projects could not be obtained. Finally, there were project documents that contained "procurement sensitive information" (for example, the Living in a Finite Environment (690-0251-73) project

in Namibia) and hence were available only to authorized USAID personnel.

In spite of the above constraints and limitations of the database record system, this study still provides the reader with valuable information on USAID's natural resource management activities in Africa that involve NGOs. Earlier research in this direction indicates that retrieval and manipulation of this sort of information is useful in monitoring and evaluating project activities.<sup>5</sup> A more accurate analysis of the cooperation between USAID and NGOs in natural resource management, however, merits further search of USAID's database record system and consultations with USAID's field missions and bureaus, both of which consume time and resources. More importantly, further searches and consultations, by themselves, still may not guarantee accuracy and completeness in information because of the complexities described in the preceding paragraphs.

### 3. *NGOs IN THE HISTORICAL CONTEXT OF DEVELOPMENT*

NGOs are "non-profit making organizations, some religious, others secular, some indigenous, others foreign, whose principal aim is to contribute to the alleviation of human suffering and to development in poor countries," and they bestow several comparative advantages in promoting development over public sector organizations, large foreign donors and state interventions.<sup>6</sup> Their activities help stimulate awareness of issues and galvanize political will and, most importantly, they actively engage the poor themselves in their own empowerment.<sup>7</sup>

During the First United Nations Development Decade (1960-1970), development was viewed as an inevitable

consequence of the mobilization and focusing of resources.<sup>8</sup> Those projects that were employed during this period emphasized transfer of technology and resources from the developed world to developing countries for modernization, such as through propagation of Green Revolution technologies for increasing agricultural production and through large scale infrastructure projects, including building hydro-electric dams and construction of roads. This approach to economic development led to an unbalanced growth or failed to change life for all but the few involved in the sector under modernization.

By the Second United Nations Decade (1970-1980), the negative consequences of this strategy led to a fundamental change in conventional thinking, causing the emergence of a variety of new models of development. Emphasis was put on growth with redistribution, basic services, popular participation, eco-development, endogenous development and basic needs.<sup>9</sup> In all, these new models reflected a common concern for ensuring that the poor benefitted from development in the short run without having to wait for the benefits of modernization to trickle down. In addition, equity was also stressed, meaning development efforts should not just benefit the rich but should reach all sectors of the population, especially the poor.<sup>10</sup> One result of this shift in thinking is that the state's role in development lessened, while local participation and voluntarism increased.

Further, during the mid-1980s, proponents of adjustment programs in developing countries recognized that better economic policies alone will not guarantee successful development, and therefore, attention was called for good government to guarantee political responsibility and for capacity building to strengthen institutional structures.<sup>11</sup> The proponents' primary concern was to reduce the role of centralized monopolistic state structures in production and

service provision, since these structures were seen as rigid, inefficient and corrupt in most developing countries; a response to this problem has been the greater support for NGOs<sup>12</sup> from bilateral and multilateral development agencies.

During the same period, awareness concerning the threats to the environment grew among governments, NGOs and the private sector.<sup>13</sup> With the increase in environmental awareness and perception among the African public, NGOs not only started expressing opposition to the destruction and exploitation of the natural resource base, but actively engaged themselves in the restoration and enhancement of the environment.<sup>14</sup>

#### 4. NATURAL RESOURCE MANAGEMENT: A DEFINITION<sup>15</sup>

The World Conservation Union (IUCN) defines the natural resource to include renewable and non-renewable resources which are natural assets. Non-renewable resources such as oil, coal and metals, are distinguished from renewable resources such as forests, animals and grasslands, often for economic reasons. Renewable resources are considered inexhaustible when managed properly. Both renewable and non-renewable resources can be owned and managed privately, or by communities and governments. These resources are also, in general, recognized to have market value, even though market values do not always reflect their true scarcity and aesthetic value to society.

Environmental resources, which often overlap with renewable resources, are more complex to deal with and include such things as provision of clean air, functioning watersheds, biological diversity and scenic beauty, all of which are public goods that



depend on the proper functioning of an ecosystem. While environmental resources provide valuable services to people, such as the regulation of climate, support of economically important species and formation of soil, they seldom have market prices assigned to them. Therefore, it is not too surprising that natural resource management can embrace a vast boundary with interventions ranging anywhere from raising homegardens to arresting deforestation to protect the planet's ozone layer. One may argue that homegardens are strictly a horticultural activity, but homegardens are comprised of a complex and diverse mixture of annual and perennial plants and livestock. Homegardens also typically provide yield during any given season (or even on a daily basis) and some form of product can be harvested from one or several homegarden plants; this is especially true of the fruit trees in the system.<sup>16</sup>

It is apparent from the above paragraphs that natural resource management lacks a single and holistic definition. However, in the African context, the natural resource is generally considered to comprise both the physical and biological systems associated with agricultural lands, range lands, forests and water. Although in practice, different stakeholders' concepts of natural resource management have been used to include and exclude, emphasize or de-emphasize various actions and actors, roles and responsibilities.<sup>17</sup> Thus, at a conference held in November 1992 on "USAID-NGO Effectiveness in Implementing Natural Resource Management in Africa," the conference participants stated that the definition of natural resource management varies from one situation to another and is often specific to a country.<sup>18</sup>

## 5. USAID's COOPERATION WITH NGOs: A SYNOPSIS

In recent years, various factors have influenced the growth of USAID's cooperation with NGOs in African natural resource management. Although this cooperation is a recent phenomenon in relative terms, progressive budget allocations by USAID for NGOs indicate that it is an increasingly important one.<sup>19</sup> For example, the Development Fund for Africa, which is a special development assistance program for sub-Saharan Africa established by the U.S. Congress in 1987, encourages development activities which preserve the environment and promote popular participation. The Fund requires that activities be carried out in consultation with all the agents, namely NGOs (both U.S. and African), community associations and the population in general.

Throughout the 1980s and continuing into the 1990s, USAID pursued a variety of natural resource management activities in Africa in cooperation with NGOs. This study succeeds in bringing together--for the first time in a single strand--those natural resource management projects supported by USAID that have NGO participation (see Table A; a detailed summary description of each project contained in this table can be found in Appendix A). These projects not only indicate a wide geographical distribution in USAID's operations in the continent, but show that NGOs can be used as an effective means to address concerns related to poverty and environment at the local level.

Table A. USAID-supported natural resource management projects in Africa involving NGOs

Country	Name of Project	Project Number
Africa regional	Natural Resources Management Support*	698-0467
Burkina Faso	Pilot Village Natural Resources Management	686-0276
Comoros	Anjouan Sustainable Agriculture	602-0002
Kenya	PVO Co-Financing*	615-0236
Kenya	Conservation of Biodiverse Resource Areas	615-0247
Madagascar	Amber Mountain Conservation and Development	687-0103
Madagascar	Debt-for-Nature Swap	687-0112
Madagascar	Sustainable Approaches to Viable Environmental Management	687-0110
Mali	PVO Co-Financing*	688-0247
Namibia	Reaching Out with Education to Adults in Development*	673-0004
Niger	Agriculture Sector Development Grant	683-0246
Niger	Agriculture Sector Development Grant II	683-0265
Rwanda	Natural Resources Management	696-0129
Senegal	PVO/NGO Support	685-0284
South Africa regional:		
Botswana	Natural Resources Management	690-0251-33
Namibia	Living in a Finite Environment	690-0251-73
Zambia	Natural Resources Management	690-0251-11
Zimbabwe	Natural Resources Management	690-0251-13
Tanzania	Planning and Assessment for Wildlife Management	621-0171
Zaire	Small Project Support	660-0125

\* Indicates umbrella projects.



### 5.1. Diversity of Interventions

In the past decade, in particular, USAID and NGOs have come to realize the critical importance of working together in the development process. There have been many achievements and some failures, but present conditions seem to promise even more success in the future. The following examples underscore the diversity in USAID's approaches to effective natural resource management in cooperation with NGOs. Such diversity is marked by the various types of NGOs involved, the difference in strategies used to achieve natural resource management such as provision of technical assistance to NGOs or through support for small-scale activities of NGOs, and the difference in focus areas within natural resource management itself. The latter ranges from wildlife conservation to sustainable community development. A more detailed summary description of these examples can be found in Appendix A.

#### Examples of USAID's Approaches to Natural Resource Management

##### PVO Co-Financing (615-0236). Kenya.

A project to support a broad range of activities undertaken by several NGOs, including wildlife conservation, and to build the institutional capacities of NGOs through training, technical assistance and opportunities to network within the NGO community in Kenya.

##### Small Project Support (660-0125).

Zaire. An effort to promote community development through support for small-scale activities of NGOs. The project, by working with successful community based NGOs, aims to enhance the likelihood of sustainable development.

Living in a Finite Environment (690-0251-73). Namibia. A recent initiative to assist NGOs, the government and other organizations in conserving Namibia's biodiversity and in managing the country's natural resource in a sustainable way. One component of the project aims to establish an institutional framework for promoting a stronger partnership between NGOs, the government and rural communities.

##### Sustainable Approaches to Viable Environmental Management (687-0110).

Madagascar. A project to manage the protected areas of Madagascar through the provision of technical assistance, training and commodity support to governmental and non-governmental institutions, and through the provision of grants to NGOs for conservation activities that directly involve the local population.

Pilot Village-Level Natural Resources Management (686-0276). Burkina Faso. An initiative to explore village-level approaches to natural resource management and the ability of selected U.S.-based universities to supply technical and training assistance to NGO-sponsored activities in Burkina Faso.

In the following sections, a few types of funding mechanisms are described that have been conducive to expanding USAID's cooperation with NGOs in African natural resource management. New themes in natural resource management that befit this cooperation also are highlighted.

## 5.2. *Examples of Funding Mechanisms*

### 5.2.1. *Umbrella Projects*<sup>20</sup>

A funding approach that is actively sought by USAID for expanding its cooperation with NGOs is the umbrella mechanism. Umbrella projects enable USAID to finance the activities of several NGOs at any given time through a single funding obligation, thereby also reducing USAID's management burdens (see Table A for umbrella projects identified by this study).

There is no formal definition available for umbrella projects, but they simply connote a method by which funding or sub-grants are provided to a number of organizations under the umbrella of a single project. In addition to management of sub-grants to NGOs, umbrella projects typically involve training, technical assistance and inter-agency coordination. The concept of this mechanism encompasses a variety of management and implementation models, with many shadings of difference in tasks, responsibilities and authority shared among various stakeholders. These stakeholders include USAID, host country governments, the U.S. and indigenous NGO communities, and in many cases, an independent project management unit.

Although umbrella projects tend to have their own limitations in terms of their effectiveness and potential impact, they have generally proven to be a flexible mechanism for expanding NGO operations, enhancing the institutional capacities of the implementors, and opening possibilities of USAID involvement with beneficiary groups not easily reached by other programming approaches.

#### *Case Example of an Umbrella Project.*

The PVO-NGO/Natural Resources Management Support project commenced in 1989 with funding from the Africa Bureau of USAID. The project is part of an Africa

regional Natural Resources Management Support (698-0467) initiative (see Appendix A for summary description).

Managed by a consortium of U.S.-based NGOs, which includes World Learning Inc., the Cooperative for American Relief Everywhere (CARE) and the World Wildlife Fund (WWF), the project aims to strengthen the technical and institutional capacities of African NGOs to enable them to design and implement feasible natural resource management activities in sub-Saharan Africa. In order to accomplish this objective, the project has focused on providing African NGOs with technical assistance, training and support for information exchange.

Since inception, the project has targeted its activities in four countries: Cameroon, Madagascar, Mali and Uganda. Within these countries, a Country Working Group or a country consortium has been organized for prioritizing natural resource management activities. Further, in each country, a Country Lead Agency (CLA) has been selected from these working groups to take the lead in identifying specific natural resource management activities to be undertaken in that country. In Mali and Madagascar, the CLA is comprised of a national NGO or a consortium of national NGOs, while in Cameroon the CLA is an international NGO. The CLA in Uganda represents a consortium of both national and international NGOs.

In addition to the target country programs, the project has supported a regional effort which carried out a number of activities. In 1991, the project received an extension for a year and a half (from October 1991 to March 1993) which helped the creation of a New Initiatives Fund. The Fund was to lay the ground work for countries in which the project could potentially focus on starting a second phase. One activity implemented with this



Fund was an assessment of NGO situations in natural resource management representing a broad sample of countries throughout Africa. These sample countries were selected to investigate the promise they hold in terms of funding opportunities with USAID and also to highlight information that may prove useful for the NGO community in a particular country or for outside agencies interested in collaborating with NGOs in those countries that were studied.

Although the assessment is stated to have been more cursory in many countries, important information concerning NGOs carrying out natural resource management work, along with a sense of the appropriateness of the PVO-NGO/Natural Resources Management Support project to operate in all of these countries, were obtained. In general, the countries studied were considered either appropriate or inappropriate for project activities based on eight criteria. In those countries where USAID is unable or less inclined to support an effort of this sort, the assessment still provides valuable information for other organizations interested in working with NGOs in the natural resource management sector.

A mid-term evaluation conducted in 1992 points out that the PVO-NGO/Natural Resources Management Support project has, to a large extent, accomplished its objective. However, by January 1993, the project's future was confronted with two major issues: 1) The financial sustainability of the four target country programs in the immediate future depended on securing support from the respective USAID missions, through other donors, or via a combination thereof; and 2) The ability of the project to succeed in obtaining additional funding to start new rounds of target country activities, and to maintain a strong regional program; in doing these, offer USAID and other donors a proven model for working with NGO consortia in

natural resource management in Africa or elsewhere in the world.

#### 5.2.2. *Food-Assisted Natural Resource Projects*<sup>21</sup>

Food aid is a funding approach not found in the projects identified by this study, but it has been steadily pursued by USAID to support the work of NGOs in natural resource management in Africa. Natural resource interventions undertaken by NGOs using food aid as a resource can typically involve activities such as tree nurseries and tree planting, agroforestry, forest conservation, watershed management and soil conservation.

The Agricultural Trade and Assistance Act, commonly referred to as Public Law 480 (PL 480), was passed in 1954 to enable needy countries to purchase surplus grains produced in the United States and to promote U.S. trade. This law subsequently became to be known as Food for Peace with four titles: Title I - Trade and Development Assistance; Title II - Emergency and Private Assistance Programs; Title III - Food for Development; and Title IV - General Authorities and Requirements.

Under the provisions of Title II, NGOs based in the United States are able to use food aid as a resource for relief and development activities in developing countries. Food shortages, combined with the declining productivity of the natural resource base, have prompted the need to use food aid for development projects in Africa, mainly in the rural areas. The choice of sites for these projects is determined by the extent of damage caused by natural calamities such as drought and famine and their influence on the lives of the poor who depend on the environment for their very survival. Africa alone has more food-assisted projects than any other region in the world. To illustrate, the Fiscal Year 1992 project plans submitted to USAID's Office of Food for Peace, Bureau for Food and

Humanitarian Assistance (FHA), indicate that Ethiopia and Eritrea together have the highest number of projects in the world.

In general, U.S. NGOs have played a large role in enhancing food security in Africa for the last three decades. Food-assisted natural resource projects implemented by NGOs not only provide food to those unable to feed themselves but also restore the fertility of the land on which sustainable agriculture depends. Natural resource interventions by NGOs using food aid as a resource have ranged from construction of access roads to forestry and soil conservation works. The degradation of the natural resource base and extreme famine conditions have required Africa to have more food-assisted natural resource interventions than Latin America and Asia combined (see Appendix B).

Historically, the role of food aid in development has been controversial. While many NGOs are intensifying their efforts in environmental programs which are likely to use food resources, the perceptions of some others concerning the usefulness of food aid as a resource in natural resource projects in Africa appear to vary. The following instance illustrates this point. A recent study analyzing the effectiveness of food-for-work woodlot projects in Ghana, Ethiopia, Guatemala and Peru, shows that the present net worth of woodlot projects in the two African countries are negative, while those of the Latin American countries are positive.<sup>22</sup>

Food-assisted natural resource interventions undertaken by NGOs offer a tremendous potential in contributing to the attainment of food security in Africa, particularly through the restoration of degraded lands. Nevertheless, the effectiveness of food aid as a resource in these interventions is said to be undermined by the following issues:

1) Attempts to restore and improve degraded lands usually occur during the post-famine rehabilitation of affected communities. Inadequate time for project design during these periods results in makeshift interventions that neglect the essentials of project planning and design, therefore contributing to unsuccessful projects.

2) In many food-assisted natural resource management projects, the motivation of beneficiaries relies on the availability of economic incentives. Such dependency tends to erode the self-reliance and communal voluntary spirits of these beneficiaries. In Lesotho, for example, in a project implemented by CARE, farmers were paid to plant trees on their land, but when CARE announced its plans to discontinue food aid (which has an economic value), the same participants showed reluctance in continuing the project.

3) Immediate and measurable results expected by donors not only exert pressure on NGOs to come up with quick and positive results, but hinder them from developing long-term approaches to solving problems. Agroforestry projects are examples where investment is made in fast-growing tree species, while ecologically oriented native trees that may take 50 years to bear results are overlooked.

4) NGOs experience localized 'brain drain' within their countries of operation. Differential salary structures among entities within host countries exacerbates the brain drain.

5) While NGO staff have evolved from amateurs to professionals, donors still complain about inefficiencies in NGO operations. This can be largely attributed to inadequate management skills among NGO staff and insufficient financial resources to employ enough people in food aid activities.



According to official estimates, the food imports to Africa will at least double by the year 2000 despite increases in current production. Even though there is clear indication that food aid will be needed in Africa, it is noted that significant changes are imperative for improving the effectiveness of food aid, especially its usefulness in natural resource projects.

### 5.3. Select New Themes in Cooperative Endeavors

#### 5.3.1. Integrated Conservation and Development Projects

Approaches to conserve biological resources while meeting basic human needs through economic development have received tremendous attention over the past decade. These projects, known as Integrated Conservation and Development Projects (ICDPs), combine the most difficult aspects of rural development and environmental conservation.

Much of the efforts to link conservation and development are recent in projects supported by multilateral and bilateral donors; nevertheless, for the past twenty years, indigenous NGOs and community groups have done commendable work in this area throughout the world.<sup>23</sup> USAID's programming with ICDP concepts began in the mid-1980s with the initiation of a variety of new programs such as the Biodiversity Support Program, the Wildland and Human Needs Program and the PVO-NGO/Natural Resources Management Support project.

Although the ICDP approach has been heavily publicized and has been rapidly expanding its influence, it is not clear whether many of the project activities have generated local benefits that have reduced pressures on the parks or reserves they are attempting to protect.<sup>24</sup> Presented below are two examples of

ICDP efforts in Africa where NGOs have played an instrumental role either in eliciting community participation or in providing technical support for natural resource management at the local level.

Wildlife Management in Zimbabwe Involving Local Communities.<sup>25</sup> The Communal Areas Management Programme for Indigenous Resources (Campfire) of Zimbabwe, strongly supported by USAID through its Zimbabwe component of the South Africa regional Natural Resources Management (690-0251-13) project, is an unique example of an ICDP that is also revolutionary in some aspects (see Appendix A for summary description). Campfire is a package of technologies consisting of discrete natural resource management practices aimed at preserving and eventually enhancing indigenous wildlife resource. The philosophy behind this community-based wildlife management intervention is that by levying a fee on safari operators and hunters for access to wildlife living on communal lands, rural communities can generate income that can and should be used to improve their standard of living. The benefits arising out of this approach can therefore encourage rural people to change their attitudes towards wildlife, ensure the survival of wildlife habitats and natural ecosystems, and reduce the environmental degradation that results from rural poverty.

Campfire depends on several inter-linked ecological, economic, legal, social and institutional factors. Ecologically, it hinges on the proposition that indigenous wildlife management is likely to be the most appropriate form of land use in marginal areas. Economically, it requires the existence of markets for the goods and services that wildlife can provide. It also requires that these markets should provide returns greater than those from other forms of land use. It requires a legal framework that enables these values to be

realized, and it requires answers to problems such as the ownership of what has hitherto been regarded as a common resource. Management and decision-making in Campfire operations require institutions, such as wildlife trusts or committees, that allow genuine participation by individuals, families and villages.

Basically, Campfire's approach relies on the devolution of management authority and ownership of wildlife resource to the local levels. Under this premise, Campfire projects operate in those ecological regions of Zimbabwe that are unfit for agriculture, yet suitable for livestock production and wildlife.

After several years of planning, Campfire projects commenced in 1988 when two District Councils were granted authority to manage and own their respective wildlife resource. Decisions concerning the management and resource allocation have been decentralized to ward and village levels. Further, each ward receives receipts for animals hunted in its communal reserve and meat from these animals is distributed to the nearest village. Utilization of revenues generated by sport hunting is decided at the village level and compensation to individual families for crop damage or livestock losses due to wildlife is decided at the ward level. Technical assistance and managerial support are provided to the communities by the Department of National Parks and Wildlife Management and other institutions, including the Centre for Applied Social Sciences of the University of Zimbabwe and two NGOs—the World Wide Fund for Nature and the Zimbabwe Trust.

In addition to the flexible project structure, the willingness of NGOs and donors to become involved and share costs, has enabled Campfire to be a viable and successful initiative. NGOs have played a central role in convincing the local communities of the

monetary benefits that accrue from wildlife. Also, they have incurred costs either by contributing funds directly to the project or by providing other services. For example, the Zimbabwe Trust contributed funds for project start-up and was involved in community mobilization and strengthening of local economic management institutions, as well as promoting the Campfire initiative nationally. The Centre for Applied Social Sciences assisted with socioeconomic research surveys, and the World Wide Fund for Nature provided technical support.

*Ecotourism in Western Uganda.*<sup>26</sup> A successful example of ecotourism that benefits local communities adjacent to a national park (or other protected areas) can be found in the Ruwenzori Mountains in western Uganda. Here, the Ruwenzori Mountaineering Service (RMS), a small indigenous NGO, began operations in 1987. The organization provides guide and porter services for tourists, maintains trails and cabins, and posts signs in the park. In addition to tourist development, RMS also has conservation and community development goals. Soon after its inception, RMS began to receive funds from various foreign donors, including local currency support from USAID.<sup>27</sup> The structure of RMS is similar to that of a cooperative. The majority of its members are from the local Bakonjo group and pay a small portion of their salaries toward membership fees. Funds generated through tourism have helped finance development activities.

By 1991, RMS had over 800 members who functioned as guides and porters, as well as in construction, maintenance and other service capacities. Using the tourist fees, RMS has established a local development fund with which a dispensary was built and local schools were improved.

Notwithstanding these laudable efforts, RMS had never developed a stable relationship



with the Ugandan government. Although RMS has temporary permission from the government to be the principal tourist operator in the park, the lack of an agreement with the government for revenue sharing is reported to endanger its future existence. Another dilemma is that the ethnic group Bakonjo, which controls tourism, has been accused of being, among other things, an elitist and not sharing benefits with other groups (or genders; to date, women have not been involved in most RMS activities) living in the area.

### 5.3.2. *Debt-for-Nature Swaps*<sup>28</sup>

In response to the debt crisis faced by many developing countries, USAID introduced the Debt-for-Development initiative during the late 1980s to finance the development activities of NGOs. Under this initiative, USAID supports certain activities of NGOs through debt exchange transactions that reduce the host countries' debt burdens and obtain a favorable rate of exchange for foreign assistance funds provided to such organizations.

In this process, NGOs serve as intermediaries between USAID and debtor countries. USAID provides grants to these intermediaries to purchase debt. The recipient NGOs subsequently convert this debt into local currency or other assets, which the NGOs use for either newly initiated or ongoing development activities approved by USAID. Such development activities also involve establishing endowments. The participation of NGOs in debt-for-development is intended to strengthen the development programs of these organizations, while also advancing the other objectives of this initiative.

Recent policy and legislative changes indicate USAID's support for debt-for-development programs and a corresponding interest in using endowments to support these programs. Towards that end, USAID provided a grant for the establishment of the Debt-for-

Development Coalition, a consortium composed of U.S. universities, international agricultural research institutions and NGOs. The Coalition, along with its sister organization, the Debt-for Development Foundation, assists member organizations in identifying and negotiating debt-swap transactions.

USAID's experiments with the endowment concept in Latin America and elsewhere suggest that endowments can be used to support a wide range of development activities, including agricultural universities, agricultural research, trade and investment promotion, agricultural policy analysis, micro-enterprise development and natural resource management. The example that is most pertinent to this study is the Debt-for-Nature Swap (687-0112) project in Madagascar implemented by the U.S.-based World Wildlife Fund. With assistance from USAID, the project has established a conservation program to increase the technical and financial resources available in Madagascar for the protection of the natural resource and for reducing the country's external debt burden (see Appendix 2 for summary description).

## 6.0. EMERGING PARTNERSHIPS BETWEEN NGOs AND BILATERAL AID AGENCIES

Bilateral aid agencies' support to NGOs engaged in African natural resource management has noticeably expanded during the last decade. Many bilateral aid agencies are presently providing substantial resources (financial and technical) to the non-governmental sector for sustainable development activities and are increasingly emphasizing partnerships among NGOs and other development players. Most of these agencies are members of the Development

Assistance Committee of the Organization for Economic Cooperation and Development, and include the Norwegian Development Agency, the Swedish International Development Agency, the Finnish Development Agency, the Danish International Development Agency and the German Agency for Technical Cooperation, to name a few. Because of a lack of information on cooperative activities of these agencies and because of the limited scope of this study, it is only possible to briefly discuss the cooperative activities of two of them.

The promotion of sustainable development is the principal purpose of the Canadian International Development Agency's (CIDA) strategic concept--Partnership. CIDA recognizes that partnership among the governmental, non-profit, institutional and private sectors is a means to advance development cooperation between Canada and developing countries. In order to implement this strategy, CIDA intends to play a catalytic and supportive role in such collaboration.

CIDA's strategy on international development, titled "Sharing Our Future," makes the unequivocal statement that "governments cannot create development on their own," rather "the role of government is to create a social, economic and political environment conducive to such progress."<sup>29</sup> The key to development is therefore seen by CIDA as the strengthening of a broad range of institutions, including public, private and voluntary, in developing countries. The most effective ways of implementing this are recognized as enhancing linkages and fostering partnerships between Canadian institutions and their counterparts in developing countries. From CIDA's point of view, consultation, funding and shared decision-making all have their appropriate role and are best seen as successive elements in partnerships which CIDA might wish to construct with its various stakeholders.

Effective support for NGOs conducting environmentally sustainable development programs in Africa also comes from another bilateral aid agency, the Overseas Development Administration (ODA) of the United Kingdom. The United Kingdom is heavily involved in working with its international partners to conserve ecosystems and species in many parts of the world. In Africa, for example, the ODA in conjunction with the World Wide Fund for Nature has carried out a project in the Korup National Park in Cameroon to protect one of Africa's most genetically diverse areas of rainforest.<sup>30</sup>

### 7.0. COOPERATION BETWEEN MULTILATERAL AGENCIES AND NGOS IN ENVIRONMENT

At one level, multilateral development agencies, along with governments and NGOs, have begun to realize that environmental quality and economic development are not only compatible but inexorably linked. At another level, there has been a growing recognition among multilateral donors such as the United Nations Development Programme (UNDP), the Food and Agriculture Organization of the United Nations (FAO) and the World Bank of the vital role that NGOs play in the process of national recovery and development. For example, at a conference organized by FAO during the late 1980s, FAO expressed its determination to cooperate more closely with NGOs.<sup>31</sup>

In addition, the value of maintaining a strong relationship with the NGO community in its member countries has prompted the European Community to establish a NGO Liaison Committee through which NGOs can represent their views to the European Commission and the European Parliament.<sup>32</sup> Furthermore, regional developments banks such



as the African Development Bank had considered developing relations with NGOs in 1989. In light of this growing concern, the examples given below provide an understanding of the cooperation between NGOs and multilateral agencies in promoting environmentally sound and socially responsible development in Africa.

### 7.1. The Africa 2000 Network

The Africa 2000 Network is a regional program headquartered at UNDP in New York. The idea for the Network was originally propounded by the Government of Canada in 1986. The Network mobilizes and provides financial support to community groups and NGOs, as well as to training and research institutes, seeking to combat environmental degradation and promote environmentally sustainable development in Africa. The Network, since the commencement of its operational phase in 1989, has been operating in Benin, Burkina Faso, Cameroon, Ghana, Kenya, Lesotho, Mali, Mauritania, Uganda, Senegal, Rwanda, Zambia and Zimbabwe.

The long-term development objectives pursued by the Network encompass preventing and reducing environmental degradation, promoting environmentally sustainable development in the rural areas, increasing food and firewood production through efficient natural resource management, and strengthening indigenous NGOs and research and technical institutions so that they can improve their efficiency in implementing environmentally sound development programs.

The Network supports two main types of projects: national projects covering one or more communities within a single country, and regional projects covering a number of communities in different countries. While national projects are characterized by their modest size and the fact that they benefit the local communities directly, regional projects

focus on training the Network counterparts in host countries and facilitating information exchange among and between NGOs and local communities through publications and field visits to other areas.

The projects supported by the Network fall under four categories: afforestation, water and soil management, preservation of agricultural products, and training. In 1991, 173 projects were in operation in 13 countries. The expansion from seven projects in 1989 to 173 projects in 1991 is characterized by demands from the countries in which the Network is active and by demands from countries wishing to undertake Network activities. As a result, the expenditures of the Network have grown from nearly \$0.5 million in 1989 to almost \$5.0 million in 1992.

#### 7.1.1. Afforestation Projects

A good number of projects supported under this category by the Network initially failed to respond to the needs of the communities or to the environmental problems at the local level. Largely initiated by NGOs, these afforestation projects had only a marginal impact in the beginning because of the failure to accurately reflect the priorities of the communities, whose participation in them was also minimal. In light of these failures, the project design was revised to take into account local knowledge and customs: emphasis was placed on afforestation that is responsive to community needs, and on the choice of tree species that have local utility and profitability. Roughly 39 projects spread across the African continent received this new orientation.

To give an example of an afforestation project supported by the Network, in the Kaedi region and the valleys of the Senegal River in Mauritania, an indigenous NGO named National Rural Development Society established windbreaks using indigenous tree species such as *Prosopis juliflora*, *Acacia*

*senegal* and Tamarisk to protect irrigated farm lands. The benefits of these windbreaks include a 20 to 30 percent decrease in wind speed, a 30 percent reduction in evaporation and leaf transpiration, and regulation of temperature in summer and winter, all of which have resulted in substantial increases in local agricultural production. Although the results obtained by crop protection against sandstorm in Mauritania are encouraging, these windbreak plantations are said to be inadequate in protecting useful agricultural land.

#### 7.1.2. Water and Soil Management

The Network supported 85 projects under this category during 1991. These projects aimed at extracting water, particularly in the Sahelian countries and the arid zones of Kenya and Zimbabwe, and at protecting the soil against erosion and ensuring better management of grazing lands. In addition, activities around water points, such as cultivation of market-gardening crops, establishment of nurseries, orchards and livestock-raising, received support. Soil protection generated afforestation work to halt erosion, fencing-off of grazing areas to avoid destruction of the soil by stray animals, developing organic agriculture programs, permaculture and so on.

As an example, the Organic Farming Outreach Programme, which operates in the West Pokot district of Kenya, focuses on extension services to farmers. The Programme has established a demonstration farm that combines various aspects of organic farming, namely agroforestry and livestock.

#### 7.1.3. Preservation of Agricultural Produce

This category involves the propagation of appropriate post-harvest technology, especially for storage and preservation of agricultural produce. The two projects that were supported under this category by the

Network mainly safeguarded and protected produce obtained from soil and water management efforts, and from other environmental protection and restoration activities.

#### 7.1.4. Training and Information Activities

Training activities, which include seminars and workshops, are conducted both at the headquarters and in the field for the staff of the Network and for partner organizations which include NGOs and local communities. Information activities are typically directed toward donors and the embassies of donor countries where the Network is active. In the area of training, the Network has focused on exchange of experience among communities within a single country and between communities in neighboring countries.

It is in this context that the Network finances its regional projects; they have involved either visits to facilitate exchanges between NGOs and communities, or the publication of case studies that have served as examples. In 1991, the Network supported 27 projects of this nature. To illustrate, as the first step toward developing a regional network, the Kenya and Uganda Africa 2000 Programmes together launched an exchange training project in organic farming in Kenya for Ugandan farmers. The exchange was organized by indigenous NGOs in both countries.

#### 7.2. The World Bank's Collaboration with NGOs<sup>33</sup>

The World Bank is one among several multilateral agencies to have placed importance on involving NGOs in efforts to achieve environmentally sustainable economic growth. While the Bank seldom provides grants directly to NGOs, they are usually recipients of Bank proceeds in instances where the government passes the proceeds on to NGOs as loans or



grants. The purpose of the Bank's NGO initiative,<sup>34</sup> however, has been to open doors to fruitful interaction between its member governments and NGOs, and to encourage public policies that foster effective NGO contributions to national development.

With the growing importance of taking environmental issues into account in development work, the Bank has not only strengthened its environmental policies and institutionalized many changes in its operational guidelines, but has been encouraging NGO input into project planning and design. In order to facilitate NGO engagement in project design, the Bank compiles a biannual "List of World Bank Financed Projects with Potential for NGO Involvement," which includes region-wise upcoming Bank projects. The List is distributed to approximately 5,000 NGOs worldwide to inform them of specific collaborative possibilities in these projects. In addition to the List, nearly 350 NGOs receive the Bank's *Monthly Operational Summary of Bank and International Development Association Proposed Projects* which contains information on numerous projects that the Bank may finance.

Further, as part of integrating environmental considerations into a developing nation's overall social and economic development plans and for promoting a comprehensive environmental policy at the national level, the Bank has worked with 18 countries (mainly in Africa) to prepare National Environmental Action Plans (NEAPs). NGOs were consulted in drawing up many NEAPs that are now benefiting from the Bank's lending. The NEAP in Madagascar, for which the Bank approved a loan in 1990, and the Environmental Monitoring and Development Project in Mauritius, approved in 1991, are cases in point.

During Fiscal Year 1992, 66 (or about one-third) of the 222 projects approved by the Bank had NGO participation; between 10 and 15 percent of the relevant projects were free-standing environmental operations in eight countries spread across the developing world, including Kenya, Mali and Tanzania. Seventy-six percent of the NGOs involved in these projects are either grassroots organizations or indigenous intermediary NGOs based in developing countries. Over the years, nearly 50 percent of Bank-financed, NGO-associated projects have been in Africa, with Asia and Latin America accounting for the remaining projects.

Apart from its operational collaboration with NGOs, in 1991 the Bank actively involved NGOs in two of its major environmental initiatives; 60 NGOs took part in a consultation to discuss the draft elements of the Bank's revised policy for the forestry sector, and a special session was arranged for NGOs to discuss the Global Environmental Facility (GEF) in collaboration with the United Nations Environment Programme and UNDP. The GEF program, administered by UNDP, has also established a \$5 million grant 'window' for NGOs to undertake activities to preserve biological diversity. In addition to the above, two consultations were held in May 1992 to facilitate NGO input into reviews of Bank policy on energy conservation and on the management of water resource. Moreover, NGOs contributed to background papers and the draft of the *World Development Report 1992*, which focuses on linkages between environment and development.

A recent exploration of possibilities to establish an Economic Development Institute-NGO program in Africa revealed that many African NGOs are interested in seminars on strategic planning to help them more systematically meet the challenges of development in their region. To facilitate this effort, the Bank sent identification missions to

Ethiopia, Sudan, Uganda, Burkina Faso, Mali and Senegal for intensive exchanges with indigenous NGOs.

This recent and rapid expansion of NGO involvement in Bank-financed projects has resulted in the Bank paying more attention to the effectiveness and quality of its collaboration with NGOs. To gain a better understanding of this collaboration, the Bank has established mechanisms to receive feedback on project implementation from NGOs, and has been commissioning independent studies of lessons learned in specific projects and regions. The International Economic Relations Division of the Bank has developed a monitoring and evaluation system for NGO-associated components of Bank projects, included in which is a newly computerized database, and has launched a research project to expand the Bank's knowledge base concerning its collaboration with NGOs.

## 8.0. NGO COLLABORATION WITH AFRICAN GOVERNMENTS

The thesis that agricultural and rural development strategies would benefit from increased collaboration between government agencies and NGOs has been argued lately at the international level by development experts. An examination of this statement reveals the emergence of two parallel and significant trends. Firstly, NGOs are demanding more participation in the development process and more control over how it affects them, and secondly, governments increasingly need NGOs to take an active role in development because they can no longer afford to, or are being dissuaded from, performing a full range of social and development services.<sup>35</sup> The apparent result has been the increased interest

among both parties in collaborative endeavors that build on complementary strengths.

Although the reasons for this mutual interest differ from one context to another,<sup>36</sup> the social history of NGOs, among other things, is an important factor that has shaped government-NGO collaboration. On the one hand, recent socio-political trends are influencing a steady growth of grassroots movements and civic associations<sup>37</sup> throughout the developing world, especially in Africa. On the other hand, these organizations have evolved either in opposition to repressive and authoritarian regimes, or in criticism of corrupt and inefficient governments.<sup>38</sup> In these circumstances, the theory of collaboration, advantageous as it seems, has in practice, yielded only mixed results. Discussed below are two examples of government-NGO joint endeavors in the natural resource management sector in Africa.

### 8.1. Participatory Agricultural Development in Zimbabwe<sup>39</sup>

The Organization of Rural Associations for Progress (ORAP) is a grassroots membership organization operating in the Matabeleland and Midlands provinces of Zimbabwe. ORAP supports rural development activities ranging from community mobilization and development education to food security. The organization's research activities, such as the indigenous grains program, have not only been initiated in response to locally voiced needs, but have been very well received by farmers. The organization enjoys a great deal of autonomy by raising part of its resources from its members and is able to work in collaboration with local government agencies and other NGOs.

ORAP's Mhlabangubo group has a membership of about 20 people, many of whom are women. This group started a small vegetable garden over an area of 0.5 hectares



and the vegetables derived from the project are sold locally and in the nearest market, Tsholotsho.

The people of Mhlabangubo for many years resisted the idea of establishing a vegetable garden despite the availability of water and good soil. Officials from the Ministry of Agriculture approached these local residents to initiate a project of this sort but their effort was in vain. Yet ORAP managed to convince the Mhlabangubo inhabitants that a vegetable garden would benefit them. The project commenced and became known as the best vegetable garden in the district. Throughout the project cycle, the group members remained aloof from taking any technical support or advice from AGRITEX, the government agricultural extension service agency.

ORAP, in view of the benefits that a project would accrue from closer cooperation with government agencies, has since then required that all agricultural projects be planned collaboratively by the local groups and the government extension workers. Thus, ORAP field staff are currently working with government agencies in planning meetings and helping people understand that the interest of all agencies is in the development of rural communities.

## 8.2. Environmental Conservation in Kenya<sup>40</sup>

The Kenya Energy and Environment Organizations (KENGO) is a national network of NGOs working in the fields of environment, energy and community development. The organization was founded out of a need to maintain coordination and exchange of information among Kenyan NGOs undertaking renewable energy and community development projects. However, since its founding, KENGO's scope of activities has expanded to include environmental conservation. KENGO

has programs in natural resource, energy, land-use management, extension and information which are developed and adapted at the district level following surveys of local needs.

The Natural Resources Programme of KENGO combines research, extension and training strategies for resource production. A small core of specialists, along with the Regional Resources Centers on Environment and Development as principal outreach points located in various parts of the country, provide support services and information to community groups in the areas of land-use management, fuelwood conservation and utilization technologies, and natural resource conservation.

The Tree Planting Campaign program is another initiative taken up by KENGO in environmental conservation. For the past several years, this program has been providing technical advice and material assistance to tree planting efforts of member NGOs. The program, although administered and implemented by KENGO, was facilitated extensively by government agencies through logistical support and technical resources. Included in these agencies are the Forest Department of the Ministry of Environment and Natural Resources, and the Ministry of Energy and Regional Development. In addition, other development organizations and NGOs, such as the Church of the Province of Kenya, have played leading roles in this program. The training activities conducted under this program have enabled KENGO to become a vehicle for dissemination of research findings of its own programs and of other organizations such as the Kenya Renewable Energy Development Project, the International Council for Research in Agroforestry, the Kenya Woodfuel Development Programme, and the Kenya Agricultural Research Institute. From 1982 through 1985, the training activities had a significant impact on the public, therefore increasing the demand by local organizations for KENGO's assistance in

planning and organizing demonstrations and training, and in developing educational materials. Since then, KENGO has involved itself more in the above areas than in the equally necessary research and technical assistance activities.

KENGO's collaboration with government agencies has been mixed. On the one hand, at the field level, KENGO staff have worked alongside government extensionists and have even provided specialized training for these extensionists in such areas as tree-seed collection. Research activities, however, have only been partially successful despite the potential for collaboration between KENGO, local groups and government agencies. The absence of a clear understanding of research objectives and methodologies on the part of KENGO and local groups, and the lack of recognition by government agencies of certain research methodologies and work styles of NGOs, caused mistrust and misunderstanding; NGOs which responded to urgent tree-planting problems had used quicker and less rigorous methods of research or experience validation.

### 9.0. THE PROMISE OF COMMUNICATION

To ensure that the full potential of NGOs is realized, Agenda 21 of the United Nations Conference on Environment and Development calls for the fullest possible communication and cooperation between international organizations, national and local governments and NGOs. The Agenda also calls on NGOs to foster cooperation and communication among themselves to reinforce their effectiveness as actors in the implementation of sustainable development.<sup>41</sup> This implies proper dissemination of information for generating the necessary knowledge and techniques for leadership in

research, institutional strengthening, policy analysis, development management and technology transfer.<sup>42</sup>

New information technologies such as the CD-ROM (compact disk--read-only memory) are a definite asset to this process by allowing the storage and search of a stupendous quantity of information. Such technologies are also unleashing a new power to manipulate information for improving project design and performance. Several information databanks presently exist in both developed and developing countries, and many of them make use of the CD-ROM technology as well as other advanced information technologies. For example, the Sahel Information Network, which is an information databank established by the Industry Council for Development with the financial support of UNDP, provides information on NGOs active in the environmental sector in four West African countries.<sup>43</sup> Also, the Development Information System established by the Center for Development Information and Evaluation of USAID provides access to USAID's project experience.

There is no doubt that USAID is succeeding in terms of making an important contribution toward the dissemination of development information. However, to be more effective, USAID should consider tackling the major constraints and limitations posed by its information system so that these constraints and limitations do not create further obstacles to progress.



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## APPENDIX A

NONGOVERNMENTAL ORGANIZATIONS  
IN NATURAL RESOURCE MANAGEMENT IN  
CAMEROON AFRICAN NGOS ENVIRONMENT  
NETWORK: AN INSTITUTIONAL ENHANCING  
VOLUNTARY INITIATIVES: NGO NEEDS  
CAPACITY TO RESPOND TO INCREASED PRIVATE  
RESOURCES MANAGEMENT: AN OVERVIEW  
DEVELOPMENT: ESSENTIAL ELEMENTS IN  
ION FOR AFRICA: CAN THEY INFLUENCE  
NATURAL RESOURCES MANAGEMENT  
LITERATURE REVIEW ORGANIZATIONAL  
ION UNDERSTANDING VOLUNTARY  
METHODS ROLE NGOS, GOVERNMENT  
ORGANIZATION IN KENYA FINAL EVALUATION  
INCREASING NGO INVOLVEMENT IN FORESTRY  
LOCAL DEVELOPMENT PROJECT NON-GOVERNMENTAL  
ORGANIZATIONS DEMOCRATIZING OF AID: SUPPORT  
PRACTICE PROTECTING THE GREENING OF AFRICAN  
IN RESOURCE MANAGEMENT IN THE  
POPULAR PARTICIPATION IN EASTERN AND SOUTHERN AFRICA  
SONS FROM THE BABAN RAFI FOREST, NIGER  
AGRICULTURAL RESEARCH: THE EXPERIENCE OF PRIVATE  
AND TREES: THE ROLE OF NON-GOVERNMENTAL ORGANIZATIONS  
MENT EXPANDING THE EFFECTIVENESS OF PRIVATE DEVELOPMENTS  
NATIONAL FORESTRY PROGRAMS: GUIDELINES FOR SUSTAINABLE DEVELOPMENT  
CHANGING THE TERMS OF ENGAGEMENT MAINSTREAMING MAJOR DONOR  
SUPPORT FOR THIRD WORLD NGOS: ACCELERATING INSTITUTIONAL DEVELOPMENT  
INTEGRATED RURAL DEVELOPMENT ACCELERATING INSTITUTIONAL DEVELOPMENT  
FORESTRY OR ENVIRONMENTAL COMPONENT DIVERSITY IN DEVELOPMENTS  
U.S. VOLUNTARY ASSISTANCE TO AFRICA: WEST AFRICAN GOVERNMENTS AND  
AN AGENDA OF FUTURE TASKS FOR INTERNATIONAL AND INDIGENOUS NGOS:  
VIEWS FROM THE SOUTH GETTING TO THE 21ST CENTURY: A KEY  
OPERATIONAL APPROACH: PARTNERSHIP IN NATURAL RESOURCE MANAGEMENT  
GLOBAL AGENDA: A DIRECTORY OF ORGANIZATIONS WORKING ON TREE  
DEVELOPMENT CONSERVATION IN KENYA ENHANCING THE EFFECTIVENESS OF GOVERNMENTAL AND NGO  
WOODFUEL INITIATIVES: THE ROLE OF NON-GOVERNMENTAL ORGANIZATIONS  
NON-COOPERATION IN NATURAL RESOURCES IN ZIMBABWE PARTICIPATION: VOICES FROM AFRICA  
BOOK: CONDUCTING PARTNERSHIP IN KENYA INDIGENOUS NGOS: LIBERATION, SELF-RELIANCE, AND DEVELOPMENT  
MENT AID FOR DEVELOPMENT: THE ROLE OF NON-GOVERNMENTAL ORGANIZATIONS  
INSTITUTIONAL INITIATIVES TO PARTICIPATORY DESIGNS FOR COLLABORATION  
OF INSTITUTIONS FOR COLLECTIVE ACTION PROJECTS IN NATURAL RESOURCE MANAGEMENT  
PARTNERSHIP AND POPULAR PARTICIPATION IN THE SAHEL STRENGTHENING THE POOR:  
SOURCE MANAGEMENT IN THE SAHEL COOPERATION FOR DEVELOPMENT  
WHAT HAVE WE LEARNED? STATE, SOCIETY AND INTERNATIONAL MAN  
AGING DEVELOPMENT: NGO COORDINATING BODIES IN AFRICA  
CONTEXTS AND LATIN AMERICA A DIRECTORY:  
NGOS IN THE FORESTRY LOCAL INSTITUTIONAL SECTOR

DEVELOPMENT:  
ANALYTICAL SOURCE  
BOOK WITH CASES  
A GROWING ROLE FOR  
NGOS IN DEVELOPMENT





SUMMARY DESCRIPTIONS OF USAID-SUPPORTED PROJECTS  
INVOLVING NGOS IN NATURAL RESOURCE MANAGEMENT IN AFRICA

**1. Project Title: Natural Resources Management Support**

**Project Title: 698-0467**

**Country: Africa Regional**

**Project Years: 1987 to 1991**

**Project Cost: \$20,360,000**

The Natural Resources Management Support (NRMS) project began in 1987 as USAID Africa Bureau's tool for implementing the Plan for Supporting Natural Resource Management in sub-Saharan Africa. Using a variety of mechanisms, its purpose is to increase the quality and level of USAID's natural resource management activities in country and regional level programs, as well as private voluntary programs. The project is flexible and is providing wide-ranging financial and technical support to USAID missions and NGOs for planning and implementing natural resource management activities. However, this assistance has varied according to individual countries' ecological needs and institutional capacities.

The countries that receive support under this project are categorized into three groups. In nine **Group I** countries (Guinea, Madagascar, Mali, Niger, Rwanda, Senegal, Gambia, Somalia and Sudan), the project is helping missions conduct detailed natural resource management assessments, revise their Country Development Strategy statements, and implement a focused program of natural resource management. In five **Group II** countries (Burundi, Cameroon, Malawi, Tanzania and Uganda), the project is providing the missions with focused assistance for specific natural resource management problems, mainly through NGOs. In **Group III** countries (includes the remaining countries in Africa), the key objective is to strengthen

indigenous natural resource management capacities through training.

Given the origin and history of the NRMS project, interested groups such as U.S. and indigenous NGOs, and USAID's Africa Bureau and missions see the project as a success. The 1990 mid-term evaluation highlights the following major findings: 1) NGOs are extremely heterogeneous with regard to their natural resource management experience and capacity; 2) Despite the fact that this experience and capacity varies greatly from one country to another, most NGOs are responding very positively to training-of-trainer programs at the regional and national level and are interested in tapping technical assistance for natural resource management efforts; 3) There is indication that considerable competition for funding exists between U.S. and indigenous NGOs. Therefore, direct collaboration between U.S. and indigenous NGOs is becoming somewhat a delicate matter. In view of this situation, most of the U.S. NGOs present in the target countries are unwilling to take up the role of supervising (e.g. auditing) a number of indigenous NGOs unless they serve as sub-contractors. The U.S. NGOs are also hesitant to develop a large administrative staff necessary for such activities. Moreover, this type of function and staff requires much larger overheads than USAID is currently providing to U.S. NGOs. Finally, U.S. NGOs believe that operating on small overheads is one of their chief attributes in attracting funding and in distinguishing their activities from those of other contractors.

In eastern and southern Africa, those NGO community representatives that were contacted by the evaluation team have generally favorable comments about the



project. As an example, a representative of U.S.-based Wildlife Conservation International feels that the biodiversity grants under the project provided catalytic support. In Kenya, the NGO community states that USAID support for conservation education programs at wildlife reserves was a good contribution. In addition, NGO representatives are eager to support the new director of the Kenya Wildlife Service and hope that USAID will make an appropriate contribution in this direction. The Mountain Gorilla Project and the Nyungwe Forest Reserve in Rwanda are both recipients of biodiversity grants under the project. Both of these projects are able to use grant funds for research and conservation education activities and feel that the support has made a substantial contribution toward nature education.

#### References:

USAID. 1987. Natural Resources Management Support. Project Paper. Washington, D.C.: U.S. Agency for International Development.

Chemonics Corporation. 1992. PVO-NGO/Natural Resources Management Project: Midterm Evaluation. Washington, D.C.: U.S. Agency for International Development.

#### 2. Project Title: Natural Resources Management

Project Number: 690-0251-33

Country: Botswana; South Africa Regional

Project Years: 1989 to 1995

Project Cost: \$10,091,000

This project is the Botswana component of USAID's South Africa regional Natural Resources Management (690-0251) project. It is also part of the Southern African Development Community's effort to facilitate regional cooperation and coordination among Zimbabwe, Botswana and Zambia for managing and protecting the region's natural

resource. The goal of the project is to increase incomes and enhance the capability to meet basic human needs through utilization and conservation of natural ecosystems in a sustainable manner. The purpose is to improve the social and economic well-being of residents in targeted rural communities by implementing community based wildlife and other natural resource conservation and utilization programs.

Initially, the government's Department of Wildlife and National Parks implemented the project and it faced some serious obstacles, mainly stemming from key assumptions upon which the project agreement was based. These include perceptions that: proven models for community based resource utilization are ready for demonstration in Botswana; that there is sufficient quantity of wildlife to support such demonstration; and there is also a body of experienced NGOs (indigenous and international) ready to undertake implementation of community based demonstrations. Further, NGOs in Botswana simply lack the technical and institutional capacity to perform a leading role in the project. Specifically, their role is to assist communities to take advantage of new opportunities that encourage the sustainable use of wildlife, veldt and forest resource for income generation. This is done by mobilizing communities, transferring natural resource management technologies and facilitating mutually beneficial arrangements with outside stakeholders.

In spite of these obstacles, the project is functioning flexibly, undertaking in different parts of Botswana a variety of activities which attempt to demonstrate that managing natural resource for use in a sustainable fashion is also economically valuable to a range of stakeholders. These activities include developing proposals for utilization of the natural resource by communities and controlled hunting efforts in eight communities, forming a local conservation trust to manage hunting



quotas in the Chobe Enclave, preparing management plans for two parks, providing technical support for the Nata Sanctuary through the Kalahari Conservation Society, and exploring the potential for harvesting and marketing veldt product in eight communities.

Additionally, the project is supporting the Environmental Liaison Group, an umbrella organization composed of environmental NGOs. This group intends to develop mechanisms suitable for external donor funding. Two lead members of this group are the World Conservation Union and the Kalahari Conservation Society.

The mid-term evaluation points out that the project is operating successfully on a pragmatic basis, using adaptive management to take advantage of opportunities that emerged both from field investigations and from the removal of constraints encountered earlier in the project.

#### **References:**

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### **3. Project Title: Pilot Village-Level Natural Resources Management**

**Project Number: 686-0276**

**Country: Burkina Faso**

**Project Years: 1989 to 1991**

**Project Cost: \$2,000,000**

This project is a three-year pilot effort initiated in 1989 by the Center for PVO/University Collaboration in Development of the Western Carolina University. The project's goal is to explore village-level approaches to natural resource management and the ability of selected U.S. universities to supply technical and training assistance to NGO-sponsored activities. An underlying intent is to assess the benefits of a collaborative relationship between U.S. universities and indigenous NGOs.

The project involves sub-grants to indigenous NGOs and U.S. NGOs with a presence in Burkina Faso, technical assistance, U.S. University based technical review, establishing an in-country Coordinating Committee and an in-country Liaison Office. The project has two main components. The first component is to support natural resource management activities directly implemented by NGOs at the field level. Fifty percent of the overall project budget is set aside for this purpose in two target geographical zones: Tougouri and Sapone. Two U.S.-based NGOs, Africare and Save the Children, have the responsibility for coordinating project activities in these zones and will receive a sub-grant for this purpose. In addition, both Africare and Save the Children will receive grants for implementing their own natural resource management activities in these zones. Finally, grants will be made to participating indigenous NGOs which are functioning in the two zones.

The second component is to provide technical assistance and training in support of field-level activities identified by U.S. and indigenous NGOs. The following activities are

to receive support under this component: site selection and feasibility studies; field project implementation plans; and technical assistance in specific areas of natural resource management.

Although the project seems to have the potential for improving the capacity of local institutions to deal with natural resource management issues, its effectiveness is hampered by such factors as delays due to the complexity of the management structure, centralization of the decision-making process, poor design, and lack of communication between the Center for PVO/University Collaboration and the USAID Mission.

The January 1992 mid-term evaluation made the following observations: 1) The project is not demonstrating an effective demand for U.S. university technical assistance or for training from U.S. university trainers; 2) It is difficult to determine with confidence whether there was a latent demand for U.S. university expertise because of the short duration of project activity and because of the lack of attempt to stimulate that demand or market U.S. university services; 3) There is supporting evidence that local institutions are better able than outside agencies to define their needs and marshal their technical capacities, and there is also indication of resistance to reliance on outsiders for technical solutions to local problems; 4) There is slim evidence to support the idea that indigenous NGOs and community groups have access to national level institutions with the capacity to provide technical aid when necessary; 5) Both U.S. and indigenous NGOs are not showing adequate interest in expanding their knowledge of other, more innovative types of natural resource management interventions; 6) The overall project structure is excessively cumbersome and complex for a pilot activity; 7) The project management is too heavily oriented toward the Center for PVO/University Collaboration and inadequately reflects local needs, local

problems and local solutions; 8) Technical review of sub-grant proposals by the Technical Support Committee is not proving useful and is a potential irritant to constructive relationships between U.S. and indigenous NGOs; and 9) Considerable efforts are required to forge better communication between project managers at all levels and it is particularly important to forge a consensus on project priorities and strategy.

#### References:

USAID. 1992. Pilot Village-Level Natural Resources Management Activities. Project Evaluation Summary. Washington, D.C.: U.S. Agency for International Development.

#### **4. Project Title: Anjouan Sustainable Agriculture**

**Project Number: 602-0002**

**Country: Comoros**

**Project Years: 1989 to 1994**

**Project Cost: \$3,500,000**

The Anjouan Sustainable Agriculture project (Phase II) is addressing the pervasive problem of declining productivity of agricultural lands on the island of Anjouan in the Federal Islamic Republic of the Comoros. The project aims to ultimately increase the income of the project participants by 30 percent by helping farmers to conserve and increase the fertility of their soils and by broadening the diversity of agricultural crops cultivated.

The Cooperative for American Relief Everywhere (CARE), a U.S.-based NGO with a field presence in Comoros, has been active in the Comoros archipelago since the commencement of Phase I of the Anjouan Sustainable Agriculture project in 1984. CARE's presence is particularly important because very few indigenous NGOs exist in Comoros, and these indigenous NGOs are not



able to provide the technical assistance and donor linkages furnished by CARE.

The goals of Phase II (started in 1989) are: to improve the productivity of 1,000 hectares of farmland of the target area farmers by 1994, and to achieve the acceptance and practice of management options at the field level enabling 4,275 farmers to vary their outputs in response to market conditions and subsistence needs. The measures to achieve these goals include activities such as extension of soil conservation, crop diversification and agroforestry technologies.

More specifically, the project promotes soil conservation and fertility by planting contour strips, using a mixture of grasses, nitrogen-fixing tree species and shade-tolerant cash crops (*e.g.*, vanilla) that use the trees as climbing support, and by constructing terraces between the strips. Food rations are distributed as an incentive for the contour plantings. To diversify crop production, the project is providing seed and plant materials both for less common subsistence crops and for a wider range of cash crops. Centralized nurseries are being established and nursery production is being supplemented by the planting of cuttings and using direct sowing at the farmer level.

Under the auspices of the extension component, the project is seeking to identify and solve problems through regular contacts between individual farmers and the extensionists. In addition, the project is promoting the formation of committees; it is expecting committees to continue operating a farmer-to-farmer extension program after the project ends, as it is unlikely that the government can financially sustain extension services. A program of extension for the general public is also being developed, using audio-visual materials, to disseminate information on the need for tree planting, protecting the forest and watershed-related issues. Further, a new experimental component

is exploring the potential for an environmental education training program for primary and secondary school teachers.

Extension agents from CARE and from the participating national organizations, such as the Federal Center for Rural Development, are becoming equipped for their work through training in communications skills and informal education techniques, and visits to successful projects in nearby countries. A special effort is being made to recruit female extension agents to interact with women farmers.

#### References:

Cooperative for American Relief Everywhere. 1989. Anjouan Sustainable Agriculture Project. Project Proposal. Washington, D.C.: U.S. Agency for International Development.

**5. Project Title: PVO Co-Financing**  
**Project Number: 615-0236**  
**Country: Kenya**  
**Project Years: 1985 to 1995**  
**Project Cost: \$22,401,000**

The PVO Co-Financing project is a seven-year effort that commenced in 1985 to bolster Kenya's NGO community by supporting the Voluntary Agencies Development Association (VADA), a Kenyan NGO, to act as an intermediary to screen, select and fund worthy NGO activities, and to provide training, technical assistance and opportunities to network within the NGO community. This initiative proved too extensive and difficult for VADA. Therefore, in late 1987, USAID was forced to terminate its cooperative agreement with VADA and redesign its co-financing activity.

In 1988, USAID itself began to manage the project directly out of its Human Resources Development Office, using personal service contractors to staff a new Project Unit.

This shift in management has left the project's objectives virtually unchanged and all components intact, except for networking.

In its revised form, the new project management is absorbing more of the Mission staff's time, both informally and through the Project Review Committee. The process of screening and selecting NGO activities regularly involves staff from USAID's technical, program, project support, legal and accounting offices. Many of these staff are unclear of what the Co-Financing project is to accomplish. Meanwhile, USAID is heavily involved in supporting NGOs with sector-specific activities in health, family planning and income generation, and plans to support NGOs in natural resource management, including wildlife conservation. The details of how the Co-Financing project differed from these other NGO activities are still not spelled out.

By the 1991 mid-term evaluation, 10 grants to NGOs had been approved, with seven more under consideration. The total sub-project funding as of February 1991 was nearly \$2.5 million. This amount involves fewer grants and less funding than originally envisaged in the 1988 project plan. Most of the grants have an institutional strengthening focus. The project is supporting NGO activities in the following sectors: small-scale agriculture, health care, vocational training, small-scale enterprise development, water systems and wildlife conservation.

The pace of implementation is slow for a number of reasons. The start-up of activities under the revised project mode requires time to: recruit personnel; develop and refine internal management procedures; deal with staff turnover; and recruit an outside firm to provide technical assistance. In addition, the lengthy sub-project approval process emphasizes the completion of detailed and high quality plans by NGOs and consensus among

USAID staff about any given proposal. Nevertheless, all the activities financed under the project are of high quality, well designed and progressing well at the time of evaluation. The effects of the project's selection and screening process, training, workshop and technical assistance components on grantees are also apparent, especially strengthening the institutional capacities of NGOs. In conclusion, the Co-Financing project, despite its early implementation turmoil and the relatively conservative pace of implementation since 1988, has sponsored a range of high quality projects. The project has also developed a solid base for use in many basic or innovative ways to the advantage of USAID and to the advantage of an important constituency of NGOs (beyond those USAID normally reaches in its sector-specific programs).

#### References:

- USAID. 1985. PVO Co-Financing. Project Paper. Washington, D.C.: U.S. Agency for International Development.
- USAID. 1988. PVO Co-Financing. Amendment No. 1. Washington, D.C.: U.S. Agency for International Development.
- USAID. 1991. Midterm Evaluation of PVO Co-Financing Project. Washington, D.C.: U.S. Agency for International Development.
- USAID. 1991. Profiles of Sustainability. Conference Proceedings. Washington, D.C.: U.S. Agency for International Development.



**6. Project Title: Conservation of Biodiversity Reserve Areas**

**Project Number: 615-0247**

**Country: Kenya**

**Project Years: 1991 to 1996**

**Project Cost: \$7,000,000**

The goal of the Conservation of Biodiverse Resource Areas (COBRA) project is to promote socioeconomic development through conservation and management of Kenya's natural resource. The project's purpose is to increase socioeconomic benefits to communities living adjacent to parks and reserves from conservation and management of wildlife and natural resource in a manner that is sustainable. The project is being implemented by the Government of Kenya's Wildlife Service.

The project seeks to assist the Kenya's Wildlife Service in implementing its new community conservation approach to wildlife management to demonstrate that it is in the people's financial and social interest to produce and protect wildlife resource. During the project's five-year tenure, USAID will assist the Wildlife Service in establishing a functioning Community Wildlife Service Unit with staff capable of carrying out, coordinating, supervising and monitoring the community conservation program.

In addition, assistance will be provided to the Wildlife Service in designing and implementing mechanisms for sharing revenue from gate receipts directly with communities. Also, the Community Wildlife Service Unit will be assisted in administering a Community and Enterprise Development Fund. This Fund will support technical assistance to communities for: organizing to access revenue sharing, developing wildlife-related enterprise proposals, and developing community development activities that will be financed by revenue sharing.

The project also aims to undertake policy studies in wildlife utilization and management. These studies will assist the Wildlife Service in further defining key policy issues in wildlife-related management and utilization. Additionally, the project will help direct the Wildlife Service's assistance to NGOs for wildlife management, training and community development activities. Finally, the project will support long- and short-term training activities for the Community Wildlife Service Unit and for the communities to link practical expertise to academic training in wildlife and natural resource utilization and management.

The COBRA project is designed in the context of a phased multi-donor supported investment program for the Wildlife Service led by the World Bank. The investment program amounts to \$300 million over eight years. The COBRA project is seen by the World Bank and others as a crucial initiative for achieving reforms in Kenya's wildlife management sector.

**References:**

USAID. 1991. Conservation of Biodiverse Resource Areas. Project Paper. Washington, D.C.: U.S. Agency for International Development.

**7. Project Title: Amber Mountain Conservation and Development**

**Project Number: 687-0103**

**Country: Madagascar**

**Project Years: 1989 to 1992**

**Project Cost: \$912,000**

The purpose of the Amber Mountain Conservation and Development project is to finance technical assistance, commodities, training, construction and other costs of the continued survival of the Amber Mountain area's forest ecosystem, through the

establishment of an integrated conservation, development and public awareness program. This two-year project is to be implemented by a grant to the World Wildlife Fund, a U.S.-based NGO, in collaboration with the government's Ministry of Animal Production, Water and Forests.

The project is targeting ecosystems contained in rainforests and deciduous forests within four neighboring protected areas: Amber Mountain National Park, the Amber Forest, and Ankarana and Analamera Special Reserves.

The project consists of seven components. The first component will promote forestry and agroforestry activities through the development of tree nurseries. In achieving this objective, training of forestry extension personnel will form the primary support to the government's village reforestation program in the vicinity of the four target protected areas. Eight-to-10 tree nurseries, along with demonstration plots, will be developed in five villages. Improved fruit, forage, anti-erosion and nitrogen-fixing tree varieties will be introduced, and the quality and quantity of tree seed availability in the target areas will be improved. This component also includes an examination of the use and production of indigenous forest tree species and measures for establishing standards for the utilization of minor forest products. In addition, an evaluation of native forest resource utilization will be conducted and advice will be provided on the rational commercial exploitation of forests outside the protected areas.

The second component will promote improved agricultural practices by developing alternatives for in-forest cultivation of food and cash crops, particularly bananas, and by improving the quality and quantity of locally available crop and vegetable seeds. Appropriate irrigation schemes will be introduced on a pilot basis, and all state and private land not under cultivation or sound

pastoral management in the project area are to be identified. This component will also enhance the institutional capacity of the Ministry in agroforestry extension.

The third component, tourism and public utilization in protected areas, will renovate existing buildings in the Amber Mountain National Park for a visitor-cum-education center, as well as the accommodation facilities for visitors. Main access trails and visitor trails in the Amber Mountain National Park will be improved and information pamphlets are to be developed for the Amber Mountain National Park and Ankarana Special Reserve with local, national and international publicity support. A system of entrance fees and their utilization will be established for these two protected areas. Also, a visitor utilization plan for the Ankarana Special Reserve will be developed and local guides recruited and trained for assisting and monitoring visitors to the Amber Mountain National Park and the Ankarana Special Reserve.

The survey and needs assessment component will analyze land use and forest cover using aerial survey and satellite imagery techniques. A socioeconomic survey of trends and development needs will be completed in five villages, and assessments of in-reserve zoning and utilization and of natural forest resource outside the protected areas will be undertaken. The land tenure status around the Amber Mountain area will be surveyed and land that will potentially be available as an alternative to in-forest and in-reserve cultivation will be mapped. In addition to these activities, a biological survey and inventory will be prepared.

The protected areas' protection and management component aims to determine and mark the boundaries for the Amber Mountain National Park and for the Amber Forest and Ankarana Special Reserve. At least 11 guards



will be recruited to effectively manage and protect the above areas. All forest guards will be trained and equipped and their activities will be scheduled. An adequate infrastructure for administration, guards' accommodation and protection activities will be developed. A radio communication system between the guards, the protected areas and the regional administration for the Amber Mountain National Park and the Ankarana Special Reserve will also be installed. A detailed map of native forest cover, land use patterns and sites facing an immediate threat within the four protected areas is to be produced and fire management plans will be developed for the Amber Mountain National Park and the Ankarana Special Reserve. Long-term management plans for the Amber Mountain National Park, the Amber Forest and the Ankarana Special Reserve and, a preliminary management plan for the Analamera Special Reserve, will be developed.

The sixth component for environmental education and public awareness involves developing a media-based public awareness program on the integration of conservation and development activities with other conservation issues. An environmental course, along with course materials, will be developed for schools in the project area. Further, small educational reserves will be created for use by these schools.

The last component, domestic and industrial water utilization, will assess the socioeconomic needs for water by competing users.

#### **References:**

USAID. 1989. A.I.D. Grant to World Wildlife Fund for Amber Mountain Conservation and Development. Washington, D.C.: U.S. Agency for International Development.

#### **8. Project Title: Debt-for-Nature Swap**

**Project Number: 687-0112**

**Country: Madagascar**

**Project Years: 1989 to 1992**

**Project Cost: \$1,000,000**

The Debt-for-Nature Swap project, implemented by the U.S.-based World Wildlife Fund, will increase the financial and technical resources available in Madagascar for the protection of its natural resource and to reduce the nation's external debt service burden. The project will use a majority of its funds to purchase the country's public debt on the world market, to be redeemed by the Central Bank of Madagascar in local currency. The local currency proceeds will be used for supporting a conservation program that consists of the following components: planning and administration, as well as protection and rural development activities in national parks and reserves and in their buffer zones; research to identify key areas for biodiversity protection outside existing parks and reserves; training of conservation professionals; and institutional support to government agencies responsible for managing parks, reserves and forests. The remainder of the project funds will cover foreign exchange and local currency costs for project administration and monitoring.

Specific activities to be implemented under the conservation program include boundary demarcation, development of management plans, physical infrastructure and buffer zone projects, nature interpretation, and environmental education, research and training. Further, high priority will be placed on national parks and on special and private reserves important to preserving Madagascar's biological diversity. Conservation activities are also planned for the following areas: the Andohahela Reserve and Beza-Mahafaly Special Reserve; the Andringitra Reserve; the Marojejy Reserve; Masoala Peninsula; Montagne d'Ambre Northern Reserves

Complex; and the establishment of a national park at Ranomafana.

The project will render technical assistance to identify key areas for biodiversity protection outside existing parks and reserves. New conservation projects will be developed and implemented in these areas. Institutional support, in the form of funding for salaries, training, materials and equipment, will be provided to the government's Department of Waters and Forests, which is responsible for protected areas, species protection and forest management. The project will also conduct in-country workshops and field courses for Malagasy conservation professionals.

#### References:

World Wildlife Fund. 1989. A Debt-for-Nature Program for Madagascar. A Proposal. Washington, D.C.: U.S. Agency for International Development.

#### **9. Project Title: Sustainable Approaches to Viable Environmental Management**

**Project Number: 687-0110**

**Country: Madagascar**

**Project Years: 1990 to 1996**

**Project Cost: \$26,600,000**

The goal of the Sustainable Approaches to Viable Environmental Protection (SAVEM) project is to establish sustainable human and natural ecosystems in areas of Madagascar where biodiversity is threatened. In moving toward this goal, the project seeks to identify and initiate systems (institutions, methods and behaviors) for the management of protected areas of Madagascar and the peripheral zones adjoining these areas.

The project will be implemented through two basic strategies. The first strategy will help develop the country's institutional, managerial, technical and human resources. In

support of this strategy, the project will provide technical assistance, training and commodity support for both governmental and non-governmental institutions active in the natural resource sector. In particular, it will provide institutional support to the National Association for the Management of Protected Areas (ANGAP), a recently established semi-private association. The association was created as a flexible body so that it could become capable of coordinating NGO activities, ensuring the integration of conservation with development, and eventually replacing those foreign operators that are designated on an ad hoc basis to manage individual protected areas.

The second strategy is to test the hypothesis that the local population will alter their behavior from destruction to conservation of their environment if they see a relationship between their economic and social well-being and the conserved area, and if they are empowered to make the right decisions. To implement this strategy, the project will award up to six large Protected Area Development Grants either to international or national NGOs, or both, for the management of interactive development and conservation efforts in priority protected areas and their peripheral zones. In addition, the project will award about 100 small Conservation Action Grants to indigenous NGOs, government units and individuals for more limited and locally initiated interventions in the peripheral zones adjacent to any of Madagascar's 50 protected areas.

By late 1992, ANGAP had accelerated the development of its institutional capacity and is presently in a position to assume a full range of responsibilities, many of which were beyond those envisioned for the first three years of the association's existence. As examples, the association has implemented policy and planning activities that were relevant to fulfilling its institutional role and



has made strides in transferring responsibilities from the government to ANGAP in matters such as collecting and managing visitor fees in the protected areas.

A 1992 study titled "The Broken Forest: Applying the Integrated Conservation and Development Paradigm to Madagascar's Protected Areas" points out that indigenous NGOs, with their own resources, have become involved with the integrated conservation and development concept. However, one of the major concerns raised by the study is that few of the indigenous NGOs involved in the SAVEM project have experience in the management of tropical hardwood forests.

#### **References:**

Development Alternatives, Inc. 1992. The Broken Forest: Applying the Integrated Conservation and Development Paradigm to Madagascar's Protected Areas. Volumes I & II. Washington, D.C.: U.S. Agency for International Development.

Tropical Research and Development. 1992. Association for the Management of Protected Areas Institutional Contract. Third Quarterly Report. Washington, D.C.: U.S. Agency for International Development.

Chemonics Corporation. 1991. Interim Management Advisor to ANGAP: Final Report. Washington, D.C.: U.S. Agency for International Development.

USAID. 1990. Sustainable Approaches to Viable Environmental Management. Project Paper. Washington, D.C.: U.S. Agency for International Development.

#### **10. Project Title: PVO Co-Financing**

**Project Number: 688-0247**

**Country: Mali**

**Project Years: 1989 to 1994**

**Project Cost: \$16,000,000**

The PVO Co-Financing project's goal is to promote economic development through an increase in production incomes and rural-well being by assisting NGOs. Through an umbrella mechanism, the project uses indigenous and international NGOs to implement village-level outreach activities in the sectors of child survival, natural resource management and micro-enterprise development.

In order to build on the expertise of the U.S. NGO community, the project is financing and supporting activities that are designed and implemented by U.S. NGOs. The project was initially designed to award up to eight or nine grants for activities in the aforesaid three sectors.

The project's natural resource management component is aiding the Malians in building their capacity to manage the natural resource through activities such as soil and water conservation, soil fertility, agroforestry, field tree and forest regeneration and management, promotion of fuel-efficient wood stoves, and environmental education. The first year's activities involved hiring a local NGO project coordinator and providing a series of grants to U.S.-based NGOs operating in Mali. By 1991, six grants had already been awarded, covering all the three sectors. Two of the six grants were provided to U.S. NGOs working specifically in the natural resource sector.

The U.S.-based Near East Foundation, in partnership with an indigenous NGO, has made progress in the forestry component of its soil conservation activity in Douentza. The activity has hired and trained field staff. Village animation work is in progress and office equipment and vehicles procured. In the

field, both active and passive agroforestry actions have been yielding interesting results. Twelve training courses were conducted involving 285 villagers and four evaluation criteria were elaborated, which will be used in judging active agroforestry. Passive action has given birth to studies on forest regeneration in 20 sample fields. In addition, forest management practices are being studied.

In a parallel effort, Africare has made strides in procuring equipment, selecting activity sites, and identifying two indigenous NGOs for partnership endeavors in the natural resource sector. The Association Malienne pour le Developpement has commenced work with the local communities, while the Comite d'Action pour les Droits de la Femme et de l'Enfant has begun organizing a team for carrying out development activities with women.

Furthermore, three leading U.S. NGOs, one from each sector, have been actively engaged in developing sectoral databases on all international and indigenous NGO interventions, innovations and appropriate technologies in Mali. Using these databases, USAID hopes to expand its portfolio for NGOs in Mali and also hopes to eventually assist some Malian NGOs in registering with USAID.

#### References:

USAID. 1989. PVO Co-Financing. Project Paper. Washington, D.C.: U.S. Agency for International Development.

USAID. 1991. PVO Co-Financing Project. Amendment No. 1. Washington, D.C.: U.S. Agency for International Development.

#### 11. Project Title: Reaching Out with Education to Adults in Development

**Project Number: 673-0004**

**Country: Namibia**

**Project Years: 1992 to 1998**

**Project Cost: \$13,500,000**

The Reaching Out with Education to Adults in Development (READ) project is designed as an umbrella activity in which sub-grants will be made to Namibian NGOs through a competitively selected U.S. NGO to provide assistance to historically disadvantaged Namibians for non-formal adult education. This approach will allow USAID to respond to locally generated initiatives, rather than play a proactive or prescriptive role in non-formal education. About 40,000 Namibians and some 55 indigenous NGOs will benefit from this initiative. The project, in addition to being flexible to respond to opportunities as they arise, seeks to promote the institutional development of selected NGOs and the Namibian government's Department of Non-Formal Education.

This project funds two main components: NGO-based non-formal education and training, and project guidance and coordination. These components are further divided into five specific sub-components including institutional development, skills training, environmental education, non-formal education methodologies, and outreach and information.

The environmental education sub-component (the most relevant sub-component for the purposes of this study) is being implemented under a cooperative agreement with the Rossing Foundation, an indigenous NGO. This component has two major foci. The first is a community based non-formal environmental education program. This activity will be implemented in four rural areas and complements similar community based initiatives undertaken by the USAID-supported



LIFE (Living in a Finite Environment) project in Caprivi and Bushmanland areas. The goal is to empower local people to sustainably manage and economically benefit from their natural resource. The Rossing Foundation will implement this activity by providing sub-grants to NGOs already working in rural communities. Such organizations include the Save the Rhino Trust, the Namibia Sport and Recreation Club, the Namibia Animal Rehabilitation, Research and Education Centre, the Nyae-Nyae Development Foundation of Namibia, the Integrated Rural Development and Nature Conservation, and the Desert Ecological Research Unit.

The second environmental education activity will meet the constraint posed by the lack of a coordinated national strategy for formal and non-formal environmental education. With the advent of a general increase in activities in this sphere by the government, international donors and a few NGOs, the Rossing Foundation will create a national network of public and private organizations working in environmental education and assist with the formulation of a national association. This national association will support the activities of wildlife clubs in schools, rationalize the overlapping activities of the Ministry of Education and Culture, and the Ministry of Wildlife, Conservation and Tourism in formal and non-formal outreach and curriculum development. In addition, the association will establish a desk-top publishing unit for production of materials for use in the community based environmental education program.

Technical assistance provided under the project will help develop a nation-wide environmental education curriculum, establish the policies and procedures of the national association and advise the Rossing Foundation on the financial aspects of sub-grant management. Also, short- and long-term training support will develop the skills base of

key environmental education personnel. Commodity support will be provided to produce the necessary educational materials and to purchase computer and printer equipment for publishing.

#### References:

USAID. 1992. Reaching Out with Education to Adults in Development. Project Paper. Washington, D.C.: U.S. Agency for International Development.

#### **12. Project Title: Living in a Finite Environment**

**Project Number: 690-0251-73**

**Country: Namibia; South Africa Regional**

**Project Years: 1992 to 1999**

**Project Cost: \$10,500,000**

Living in a Finite Environment (LIFE), a project that commenced in 1992, is the Namibia component of the USAID-supported South Africa regional Natural Resources Management (690-0251) project. The project will provide assistance to the government's Ministry of Wildlife, Conservation and Tourism, NGOs and other organizations in carrying out a variety of activities in the poverty-stricken communities of Caprivi, Bushmanland and the Etosha catchment. It will conserve the country's biodiversity and manage its natural resource in a sustainable manner. The purpose of the project, however, is to improve the social and economic well-being of the people residing on marginal agricultural areas and on buffer zones to national parks or game reserves. A second purpose is to carry out natural resource conservation and utilization activities that are community based and sustainable.

The project consists of four complementary and inter-related aspects, all of which support community based natural resource management: 1) natural resource

management activities; 2) planning and applied research; 3) environmental education; and 4) regional coordination and exchange of information.

The first component will finance community based pilot activities in Caprivi and Bushmanland and will expand to the Etosha catchment following the completion of research and planning in this area. The pilot activities will be based on the ecological and human needs of the respective regions. The second component will fund planning and applied research that are relevant to community based natural resource management activities in these three regions. Research on the socioeconomic conditions will be conducted before the initiation of any pilot activity in the Etosha area. This will ensure that: 1) the benefits accrue to the local communities; and 2) monitoring and evaluation provides valuable information to be used in new and ongoing projects, as well as sharing lessons learned with other countries.

The third component will finance environmental education activities aimed at strengthening community based initiatives by providing training for community leaders, community liaison officers and the people residing in the project's target areas. Enhanced environmental awareness will empower local people in designing, developing and implementing activities that will be of direct economic and social benefit to them.

Lastly, the fourth component aims at linking the Namibian experience to similar regional efforts in Zimbabwe, Malawi, Zambia and Botswana through regional research, conferences, workshops and seminars. It is anticipated that by the time the project is completed, an institutional framework will exist, a framework that will be characterized by decentralized decision-making and a stronger partnership among the government, NGOs and affected rural communities.

## References:

USAID. 1992. Natural Resources Management Project Paper Amendment for Namibia Entitled Living in a Finite Environment. Washington, D.C.: U.S. Agency for International Development.

### **13. Project Title: Agriculture Sector Development Grant**

**Project Number: 683-0246**

**Country: Niger**

**Project Years: 1984 to 1992**

**Project Cost: \$59,934,000**

The objectives of the Agriculture Sector Development Grant project are to: assist the national government in Niger to achieve economic and financial stabilization; and contribute to increasing food production and rural income growth and diversification. Under the project, support is provided through local currency to undertake a specific set of agricultural policy reforms. These reforms are a requirement for the release of funds into a special account, namely the Counterpart Fund. A secretariat manages the fund and a joint committee comprising USAID and the Government of Niger allocates the fund to agricultural policy reforms and development activities.

An 1989 amendment to the project extended the project's life to 1992. To support the amendment, funds were derived from the Development Fund for Africa. A portion of these funds is used for technical assistance and training and for carrying out studies. The extension also focuses the project on issues of sustainable agriculture and natural resource management. The condition is that the government officially detail the usufruct and extend the rights enjoyed by experimental forest management communities (especially Guesselbodi) to other groups who follow an approved forest management plan. In addition,



the government is to publicize the Counterpart Fund's purpose, which is devoted exclusively to natural resource management activities, to NGOs (both indigenous and international).

As an example, the agroforestry project in Tahoua received significant support from the Counterpart Fund to favor the management of natural resource and the environment by the rural population. The Cooperative for American Relief Everywhere, a U.S.-based NGO, provides technical assistance to this intervention. The aim of the intervention has been to stop desertification in Niger by planting wind-break trees and building structures to reduce soil erosion. The intervention will also assist several rural cooperatives with improved logging activities. Despite its positive effects in contributing to the establishment of more than 140 kilometers of wind-break trees, this intervention has faced problems in transporting and marketing of their wood.

In addition, as of 1989, the agroforestry intervention had confronted the issue of how to generate resources necessary for the continuation of activities. The failure to address marketing and transportation problems are believed to considerably affect the financial autonomy of the cooperatives which were originally conceived to become self-supporting institutions.

#### **References:**

Laurent, M., *et al.* 1986. Midterm Evaluation of the USAID/Niger Agriculture Sector Development Grant. Washington, D.C.: U.S. Agency for International Development.

Development Economics Group of Louis Berger International. 1989. Final Evaluation: Agriculture Sector Development Grant. Washington, D.C.: U.S. Agency for International Development.

Center for Research on Economic Development of the University of Michigan. 1992. Niger Agricultural Sector Development Grant Project: Technical Assistance Component. Final Report. Washington, D.C.: U.S. Agency for International Development.

#### **14. Project Title: Agriculture Sector Development Grant II**

**Project Number: 683-0265**

**Country: Niger**

**Project Years: 1990 to 1997**

**Project Cost: \$5,000,000**

The Agriculture Sector Development Grant II project contributes to the goal of increasing agricultural production and individual incomes in rural Niger. The purpose of the project is to enhance the ability of individual rural inhabitants to gain control over resources they habitually use and to manage and profit from them in a sustainable manner. The project is organized as a sector grant to be released in four tranches upon satisfaction of policy reform conditions and as a project component for financing technical assistance, training, studies, evaluation and audit requirements of the project.

Since its commencement in 1990, the project has sought to assist the government to establish the legal and policy framework necessary for effective natural resource management and promote the development of institutions which can be positive agents of change in rural Niger. The underlying concept is that necessary conditions must prevail for Niger to capitalize on gains from agricultural policy reforms, already undertaken or planned, and lead to sustainable increases in production and income. For this, rural citizens must have control over the land resource which they traditionally exploited, have access to technologies and resources from service providers (both private and public) which promote production in a sustainable manner,

and profit from their labor through higher income and better standard of living.

Based on the experience from the precursor project (Agriculture Sector Development Grant (683-0246), Niger), USAID has chosen a non-project assistance mode to support this effort. Under this mode, local currency is provided for NGOs and private sector organizations and for the Government of Niger in support of its budget. This fund is managed by a U.S.-based private sector entity. By providing grants in local currency for activities undertaken by NGOs, the project is contributing towards the realization of the project's objective to increase natural resource management by individuals and strengthen the ability of rural service organizations to assist individual farmers and herders.

Supporting the government involves establishing a framework for natural resource management. This requires formulation and implementation of a national strategy and a program of natural resource management, clarification of tenure rights, progressive transfer of decision making on natural resource management from central government to the local population, and creating a regulatory environment conducive to individual investment. The project's natural resource management component also contributes to identifying ways to increase the efficiency and broadening the impact of public investment, as well as stimulating private investment in natural resource management.

In addition, institutional changes are being promoted. Revisions in the roles of government personnel, such as forestry agents, are transforming their sanctioned roles to ones promoting individual and community resource management endeavors. Concurrently, the project is also reducing governmental restrictions on the operations of indigenous NGOs.

## References:

USAID. 1990. Agriculture Sector Development Grant II: Program Assistance Approval Document. Project Paper. Volume I. Washington, D.C.: U.S. Agency for International Development.

USAID. 1990. Niger Agriculture Sector Development Grant II: Program Assistance Approval Document. Project Paper: Technical Annexes. Volume II. Washington, D.C.: U.S. Agency for International Development.

## 15. Project Title: Natural Resources Management

**Project Number: 696-0129**

**Country: Rwanda**

**Project Years: 1989 to 1994**

**Project Cost: \$7,700,000**

The goal of the Natural Resources Management project in Rwanda is to sustain long-term agricultural production. The project's purpose is four fold: reduce soil erosion on Rwanda's hillsides; promote sustainable use of the country's wetlands; protect natural forests; and enable greater coordination by the Government of Rwanda of activities affecting the natural resource base. The project works toward this goal at two levels. At one level, the project: undertakes specific measures to increase the awareness among Rwandan decision makers of the importance of natural resource conservation; strengthens the government's capacity to effectively control the use of natural resource and protect the natural resource base; and improves coordination among various government agencies responsible for environmental management.

At another level, the project supports several discrete areas within the natural resource sector. These activities include the management of small *marais* (wetlands),



particularly, the promotion of fish culture in the *marais*; soil conservation and agroforestry in the highlands of northwestern Rwanda; and the conservation of the remaining afromontane forests in the country.

The project is upgrading *marais* management by training 30 technicians in rural engineering and developing a 50-hectare model *marais* to serve as a training lab and a site for indepth study of *marais* hydrology, soil science, agronomy, marketing systems, and sociology. In support of this effort, the project intends to finance research by the Rwandan Institute of Agronomic Sciences and the National University of Rwanda, the results of which will be applied to the pilot *marais*. In addition, technical assistance and training will be provided to the Ministry of Agriculture's Division Amenagement Hydro-Agricole which is responsible for *marais* development in Rwanda.

Building on the success of an ongoing Fish Culture project (696-0112), the project supports integrated fish culture in the *marais*. By providing technical assistance, training, research, extension and various construction activities, the project seeks to promote integrated aquaculture in the *marais* and thus tries to expand the economic benefits of fish farming to a greater number of rural farmers.

To reduce hillside erosion in five communes in Ruhengeri Prefecture (Makingo, Nkuli, Butaro, Cyeru, and Nyamugali), the project is carrying out soil conservation as well as agroforestry research and training. Further, activities such as creation of demonstration centers and nurseries, and communal forestry are also financed. All of the activities under this component are implemented by a U.S. NGO in cooperation with various Rwandan government agencies.

The African Wildlife Foundation, the Digit Fund and Wildlife Conservation

International are working with the government's Office Rwandais du Tourisme et des Parcs Nationaux and the Directeur General des Forets to protect Rwanda's two most important afromontane forests: Parc National des Volcans and Nyungwe National Forest. This is being accomplished with assistance provided under USAID's Natural Resources Management Support (698-0467) project.

The final component of the project is improving the Ministry of Planning's environmental planning and coordination by funding long-term technical assistance and local training.

#### References:

USAID. 1989. Rwanda - Natural Resources Management. Project Paper. Washington, D.C.: U.S. Agency for International Development.

USAID. 1990. USAID/Rwanda: Briefing Book. Washington, D.C.: U.S. Agency for International Development.

**16. Project Title: PVO/NGO Support**  
**Project Number: 685-0284**  
**Country: Senegal**  
**Project Years: 1990 to 1998**  
**Project Cost: \$15,000,000**

The project's goal is improving the standard of living of poor Senegalese, while its purpose enables indigenous NGOs, NGO associations and community groups, either alone or in collaboration with U.S. NGOs, to plan, design and implement sustainable development activities. The emphasis of the project is twofold. First, the project finances self-sustaining, local-level activities initiated by the beneficiaries in priority areas such as agriculture, natural resource management, primary health and family planning, small- and micro-enterprise development, and non-formal

education. Second, the project provides collaborative institutional support to a wide range of NGOs, NGO associations and NGO consortia in Senegal.

A near-term result of the institutional strengthening efforts of the project is the utilization of a participatory approach with NGOs and the project management unit, as well as between the unit's staff and its consultants.

During the first year, several key activities were completed around the development and testing of three methodologies which became the base for analysis of grant proposals and determination of institutional strengthening activities itself. The methodologies include:

1) *Beneficiary impact*: A two- to four-day participatory process based on the techniques of rapid rural appraisal that involves the local population, the NGO and the project management unit staff. This resulted in information used in the evaluation of the activity proposed by the NGO as well as a better understanding at all levels of the needs of the local population. Finally, the NGO and the local population were given access to a technique that will help improve their future collaboration.

2) *Institutional diagnosis*: An intensive two- to three-day analysis involving all members of the NGO staff addressing the following NGO management aspects: 'carte d'identite', organizational mission, internal and external environment, management, internal operations, human, material and financial resources, and services provided/results. This resulted in information for and feedback to the NGO on its overall strengths and weaknesses as well as the data needed to assess its capacity to manage its proposed activity. This will serve as a basis for ongoing institutional strengthening activities with the NGO and as

input in improving communitywide NGO institutional strengthening activities.

3) *Financial certification*: A process to assess the capacity of the NGO to manage the financial aspects of the proposed activity in conjunction with the institutional diagnosis. This resulted in providing a basis for future institutional support activities with the NGO.

Each of these three methodologies were tested with three NGOs whose feedback was positive. Further, three workshops were conducted during the first year. The first, a planned quarterly offering to interested NGOs, addressed project design and proposal writing. The other two were presentations by the project management unit staff on the utilization of the above methodologies.

Developing systems and procedures necessary for starting the implementation of the grants program were given priority during the first year. A series of meetings (involving NGOs, government officials and technical support groups) helped to establish the selection and eligibility criteria for grants. This process was followed by preparing an informational manual for distribution to organizations interested in submitting proposals. Nearly 22 proposals were reviewed by the project management unit, of which a preliminary selection of eight proposals was made for field review by the unit's Internal Review Committee. The USAID Mission will make the final decision based on the internal and field analyses of the project management unit.

The initial year accomplished its major objectives. NGOs who took part in various start-up activities are utilizing information gained through the process to improve their own operations.



## References:

USAID. 1990. PVO/NGO Support Project. Project Paper. Washington, D.C.: U.S. Agency for International Development.

USAID. 1992. Senegal PVO/NGO Support Project: First Annual Activity Report. Washington, D.C.: U.S. Agency for International Development.

**17. Project Title: Planning and Assessment for Wildlife Management**  
**Project Number: 621-0171**  
**Country: Tanzania**  
**Project Years: 1990 to 1992**  
**Project Cost: \$2,500,000**

The Planning and Assessment for Wildlife Management (PAWM) project is a three-year initiative that began in 1990. It is a joint effort by two U.S.-based NGOs, the African Wildlife Foundation (AWF) and the World Wildlife Fund (WWF). The project is conceived as one component of an overall program of assistance by AWF and WWF. The overall program includes AWF's Protected Areas: Neighbors as Partners community conservation project around selected Tanzanian wildlife areas; AWF's Vehicle Maintenance project in the Selous Game Reserve; and WWF's Selous Game Reserve Rehabilitation program.

The project's goal is to conserve the Tanzanian wildlife by promoting economic development in the wildlife sector as part of the nation's Economic Recovery Program. The project has two major objectives: assist Tanzania's Wildlife Division in developing wildlife sector plans; and strengthen the capability of the Wildlife Division of the Ministry of Tourism, Natural Resources and Environment. The project provides the Wildlife Division with technical assistance, training and material support.

The 1992 mid-term evaluation highlights the following accomplishment. The project made significant efforts toward developing policies and plans for the Wildlife Division. These policies and plans are marked by their outstanding technical quality. Such progress was achieved despite difficulties in project direction caused by the project's complexity, and the need for considerably more work than anticipated to acquire and analyze data from primary sources.

The project staff are being trained to strengthen the institution of the Wildlife Division. However, this training was initially considered to be a narrow view of institutional strengthening because little emphasis was placed on various forms of training intended, namely short courses, study tours and on-the-job training, primarily due to factors beyond the control of the project team. Further, the progress towards capacity building was more difficult than expected because the project was unable to adequately compensate the Project Analysis and Planning sub-section staff of the Wildlife Division, and assigned fewer staff to the project itself. Since then, however, it is reported that training activities have been planned and undertaken successfully.

## References:

USAID. 1982. Arusha Population/Land Use Planning: Tanzania. Project Identification Document. Washington, D.C.: U.S. Agency for International Development.

**18. Project Title: Small Project Support**  
**Project Number: 660-0125**  
**Country: Zaire**  
**Project Years: 1988 to 1994**  
**Project Cost: \$12,000,000**

The project provides support for small-scale development activities in agriculture, health and transport infrastructure. Working

through NGOs based primarily in the regions of Bandundu and Shaba, the project stresses sustainable community development. The goal is to raise the standard of living of the rural population of these regions. Specific interventions are aimed at increasing the income and improving the welfare of rural cultivators, increasing their access to potable water and health care, opening up channels of communication and providing training opportunities for community development groups in the rural areas. The project is accomplishing these objectives by funding discrete sub-projects proposed and implemented by NGOs working in the targeted areas.

Concurrently, the project is also funding activities that complement and build on other USAID-supported activities in the Bandundu and Shaba regions of Zaire. To illustrate, an activity to upgrade water sources in central Shaba is significantly benefiting women and is permitting them more time to participate in agricultural extension programs promoted under this project. Thus, the rationale for the project is twofold: first, it increases the impact of other development activities by providing input and building on the output of those projects; second, by working with successful community based NGOs, the likelihood of sustainable development is probable.

Despite its newness, the project has initiated a number of actions in Bandundu and these activities have expanded to the region of Shaba. In addition, the integrated agricultural activity under the project has enabled U.S. Peace Corps volunteers to work as agricultural extensionists. The activity's purpose is to coordinate vegetable gardening, small animal husbandry and reforestation along with fish farming. This integrated activity also emphasizes proper soil cultivation and planting techniques needed to prevent soil degradation and erosion. In the same vein, the project's

Technical Assistance Team, in cooperation with the government's Department of Plan, conducted two training sessions. The purpose of these sessions is to work with indigenous NGOs in the identification of possible sub-project activities.

The project was amended in 1990 to include environmental activities to address heightened concerns over the environment. Accordingly, the project identified a number of potential sub-projects that could be funded. As an example, several NGOs have expressed interest in the development of small-scale hydro-electric facilities. Such a type of energy project can be of enormous importance in reducing the demands placed on the forests by an increasing population. Greater emphasis will be placed on these sorts of activities as a result of the increased funding that accrued from the project amendment.

#### References:

USAID. 1988. Small Project Support. Project Paper. Washington, D.C.: U.S. Agency for International Development.

USAID. 1990. Small Project Support Project. An Amendment. Washington, D.C.: U.S. Agency for International Development.

#### **19. Project Title: Natural Resources Management**

**Project Number: 690-0251-11**

**Country: Zambia; South Africa Regional**

**Project Years: 1989 to 1995**

**Project Cost: \$10,091,000**

This project is the Zambia component of USAID's South Africa regional Natural Resources Management (690-0251) initiative. The project supports the Administrative Management Design (ADMAGE) for game management areas through a grant agreement with the Republic of Zambia and a cooperative



agreement with the U.S.-based World Wildlife Fund (WWF). Working through the ADMADE program, WWF and the National Parks and Wildlife Service (NPWS) of Zambia are helping local people participate in the management and benefit from game hunting in the four NPWS command areas (Lain Kafue, Bangweulu, Luangwa, and Northwest).

ADMADE is an integrated wildlife conservation and community development program established as a ministerial policy in 1987 and administered by a directorate within the Zambian NPWS. The goal of ADMARE is to conserve wildlife and increase human welfare by using revenues generated from wildlife use to fund wildlife management and community development projects. The Zambian Natural Resources Management project supports the ADMARE program by providing funding for commodities (vehicles and office equipment), salary increases, training and technical assistance.

The 1992 mid-term evaluation shows that the project is meeting its objectives by demonstrating that wildlife can be a profitable land use, and by promoting institutions for natural resource management and the distribution of its benefits. The project has also made progress in increasing local welfare by increasing the participation of women and by returning benefits from wildlife use to local communities. However, the project has not established self-sustaining wildlife management programs or influenced the government to provide proprietorship of wildlife to local communities. Although some areas have generated enough revenue from safari hunting to pay for the recurrent costs of management, these areas have also benefitted from capital and technical assistance from external sources. Therefore, it is unlikely that the project will demonstrate that local communities can manage wildlife by themselves, but it is indicating that communities can manage local development projects.

The cornerstone of ADMARE's positive effects appears to be increasing local employment, training and deploying wildlife management staff, decreasing illegal hunting in game management areas, and convincing local residents to support wildlife conservation.

Under the auspices of the ADMARE program, efforts are being made to establish women's clubs in villages. The mid-term evaluation points out that such clubs, which gather to produce salable goods such as food and clothing, were previously formed without any association to ADMARE. These groups require greater assistance to function properly.

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#### **20. Project Title: Natural Resources Management**

**Project Number: 690-0251-13**

**Country: Zimbabwe; South Africa Regional**

**Project Years: 1989 to 1995**

**Project Cost: \$10,091,000**

The project, which is part of USAID's South Africa regional Natural Resources Management (690-0251) project, aims to promote natural resource utilization and management by communities on marginal lands in Zimbabwe. It sustains wildlife, increases village incomes and improves national and local capabilities in wildlife resource conservation. The project uses an entrepreneurial approach to development, based on wildlife management, using market forces to

achieve economic, social and ecological sustainability. Four communal land areas in Zimbabwe are targeted for implementing project activities: Tsholotsho, Hwange, Bululima Mangwe and Binga.

The Zimbabwe Trust (ZimTrust), an indigenous NGO, strengthens local institutions, enabling them to assume complete responsibility for wildlife resource management and utilization. ZimTrust specifically helps: the district councils to train and employ locally recruited wildlife monitors and other technical and management personnel, and construct support infrastructure (*e.g.*, fences and watering posts); improve the accounting and management abilities of village, ward, and district level institutions (including wildlife committees); enhance the role of women in community development by promoting wildlife resource production activities (*e.g.*, beekeeping, basketmaking and soapmaking) and by strengthening women's organizations, primarily the Association of Women's Groups; and provide training to local institutions in planning and implementing project activities, including conservation education through the Department of National Parks and Wild Life Management's extension and interpretation program at the Korodziba base station.

A sub-project activity is assisting the Department of National Parks to develop its capacity to manage the country's elephant population. The major responsibilities of the department include: surveying and monitoring elephants, their habitats and the project area's carrying capacity; managing the elephant population, increasing or reducing the number of elephants, or controlling their movements, as needed; and protecting elephants from illegal hunting by equipping and maintaining anti-poaching units. A 30,000-square-kilometer area encompassing the Zambezi National Park, Matetsi Safari Area, Kazuma Pan National Park, Hwange National Park, Forest Areas, and Hwange and Tsholotsho Communal Lands has

been targeted for this purpose. In addition, the agency is coordinating elephant management activities with Botswana's Department of Wildlife and Natural Parks.

The University of Zimbabwe's Centre for Applied Social Sciences (CASS) undertakes research and advisory activities. Applied research (both baseline surveys and in-depth longitudinal studies) is conducted in project-specific topics; the results of research are widely disseminated and used in advising village, ward and district councils in project implementation.

Another sub-project activity facilitates cooperation and information exchange at the national and regional levels. As part of this effort, the Department of National Parks, ZimTrust and CASS personnel hold dialogues and make site visits. At the regional level, the Southern African Development Community's Sector Coordinating Unit for Forestry, Fisheries and Wildlife in Malawi has assumed responsibility for information dissemination.

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Table B1. Ongoing food-assisted agroforestry projects in Africa

Country	NGO	Name of project
Cape Verde	Agricultural Cooperative Dev. International	Monetization
Eritrea	Lutheran World Relief	Relief Distribution
Ethiopia	Food For the Hungry International	Alaba-Siraro Soil Conservation-Afforestation
Ethiopia	Food For the Hungry International	Gonder Relief/Development
Ethiopia	World Vision Relief and Development	Adama Integrated Rural Development
Ethiopia	World Vision Relief and Development	Amoute Guranda Environmental Rehabilitation
Ethiopia	World Vision Relief and Development	Antsokia I Environmental Rehabilitation
Ethiopia	World Vision Relief and Development	Damota II Afforestation, Soil and Water Conservation
Ethiopia	World Vision Relief and Development	Kilte Awlaelo Agricultural Project
Ethiopia	World Vision Relief and Development	Omosheleko Post-Relief Rural Integrated Development
Ethiopia	World Vision Relief and Development	Shone Environmental Rehabilitation
Ghana	Adventist Development and Relief Agency	Community Collaborative Forestry Initiative
Kenya	Catholic Relief Services	Food-For-Work and General Relief
Kenya	World Vision Relief and Development	Morulem Irrigation Scheme
Mali	World Vision Relief and Development	Development of Integrated Rice Project
Mali	World Vision Relief and Development	Menaka Oasis

Source: Owubah, C.E. 1993. *Food Aid in Africa: Issues Affecting PVO Natural Resource Interventions*. Washington, D.C.: Food Aid Management.

Table B2. NGO food-assisted projects that undertake tree planting in Africa

Country	NGO	Name of project
Cape Verde	Agricultural Cooperative Dev. International	Monetization
Eritrea	Lutheran World Relief	Relief Distribution
Ethiopia	CARE	Food-For-Work
Ethiopia	Catholic Relief Services	Food-For-Work
Ethiopia	Food For the Hungry International	Alaba-Siraro Soil Conservation-Afforestation
Ethiopia	Food For the Hungry International	Cheha/Wenchi Agroforestry
Ethiopia	Food For the Hungry International	Gonder Relief/Development
Ethiopia	World Vision Relief and Development	Adama Integrated Rural Development
Ethiopia	World Vision Relief and Development	Amoute Guranda Environmental Rehabilitation
Ethiopia	World Vision Relief and Development	Antsokia I Environmental Rehabilitation
Ethiopia	World Vision Relief and Development	Antsokia II Environmental Rehabilitation
Ethiopia	World Vision Relief and Development	Damota II Afforestation, Soil and Water Conservation
Ethiopia	World Vision Relief and Development	Kilte Awlaelo Agricultural Project
Ethiopia	World Vision Relief and Development	Omosheleko Post-Relief Rural Integrated Development
Ethiopia	World Vision Relief and Development	Shone Environmental Rehabilitation
Ghana	Adventist Development and Relief Agency	Community Collaborative Forestry Initiative
Ghana	TECHNOSERVE	Pilot Monetization
Kenya	Catholic Relief Services	Food-For-Work and General Relief
Kenya	World Vision Relief and Development	Morulem Irrigation Scheme
Madagascar	Catholic Relief Services	Food-For-Work
Mozambique	Adventist Development and Relief Agency	Food-For-Work
Sudan	Save the Children	Food-For-Work

Source: Owubah, C.E. 1993. *Food Aid in Africa: Issues Affecting PVO Natural Resource Interventions*. Washington, D.C.: Food Aid Management.



Table B3. Ongoing food-assisted soil conservation projects in Africa

Country	NGO	Name of project
Ethiopia	Food For the Hungry International	Gonder Relief/Development
Ethiopia	World Vision Relief and Development	Antsokia I Environmental Rehabilitation
Ethiopia	World Vision Relief and Development	Damota II Afforestation, Soil and Water Conservation
Ethiopia	World Vision Relief and Development	Shone Environmental Rehabilitation
Ghana	Adventist Development and Relief Agency	Community Collaborative Forestry Initiative
Kenya	World Vision Relief and Development	Morulem Irrigation Scheme

Source: Owubah, C.E. 1993. *Food Aid in Africa: Issues Affecting PVO Natural Resource Interventions*. Washington, D.C.: Food Aid Management.

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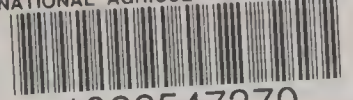
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